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The Social Work Conference Stretches Its Tent Ropes

Labor leaders, public officials, industrialists and legislators join with welfare workers to examine and discuss the common problems of social security, administration of all services, community action and support

RUTH A. LERRIGO

Seattle Sketches

WALT PARTYMILLER

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SOLOMON LOWENSTEIN

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Edited by GRACE ABBOTT

A Professional Quarterly for Social Workers

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UPTON SINCLAIR.

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So They Say

• In the adjustment between Negroes and whites the real problem is the problem of the white mind.—GRAHAM R. TAYLOR, *1923.*

• Our citizens should have an equal opportunity to health, as an inherent right coequal with the right to life and liberty.—SURGEON GENERAL THOMAS PARRAN.

• There is plenty of free speech in Jersey if you talk the right way.—LUCILLE HICKS, *Highland Falls, N. Y., at conference of Democratic Women of New York.*

• Labor problems cannot be solved by laws. There must be agreement, good faith, understanding and cooperation by employers and workers.—FRANCES PERKINS, *Secretary of Labor.*

• To be able to spend and confer benefits on special groups without having to raise corresponding taxes to pay for these appropriations is the politicians' paradise.—*Editorial,* New York Times.

• A "civics" that is to any degree realistic or valuable must not be a course in a high-school or a college but a part of the educational process from childhood on.—MARY K. SIMKHOVITCH *in Neighborhood.*

• The future officers of the army and navy are not expected to pay their way through West Point or Annapolis by doing chores. Why should we treat the future leaders in our non-military adventures with less consideration?—JAMES BRYANT CONANT, *president, Harvard University.*

• It is in a political form that man's destiny presents itself today.—THOMAS MANN.

• Morals are the concern of conservatives, and thinking the concern of radicals.—CARL VAN DOREN, *in* The Survey, *1923.*

• Humanity is infinitely more decent than the infamous acts of the past twenty-five years would indicate.—HENRY A. WALLACE, *Secretary of Agriculture.*

• We must once and for all reject the notion that in a democracy everybody is entitled to the same amount and the same kind of education.—ROBERT M. HUTCHINS, *president, Chicago University, in* Progressive Education.

• It is inefficient to economize on the service of public health, for it is cheaper to spend ten dollars to keep one workman from getting syphilis than to have him become unemployable and infectious.—DAVID CUSHMAN COYLE *in* Harper's Magazine.

• We are Occidentals and mistakes are in our germ plasm. But so also is the principle: Forward, by dramatic sallies if practicable but forward still, if necessary, by slow readjustments toward a scheme of life in which men may be freer and more secure in their lives.—ALVIN JOHNSON, *director, The New School for Social Research.*

• Dictators thrive on popular distempers translated at the ballot box.—C. A. DYKSTRA, *president, University of Wisconsin.*

• It is futile to educate youth for an unrealizable world. Academic monasticism has no place in a democracy.—MORRIS L. COOKE, *Philadelphia.*

• There can be no question but that the administration of relief is the most difficult job in the world.—WILLIAM HODSON, *Commissioner of Welfare, New York City.*

• In spite of all our knowledge and science there is no absolute security—for the big man or the little man, for the rich or the poor.—MARY W. DEWSON, *Social Security Board.*

• We should have little difficulty in finding evidence of un-American influences now at work in the country.—J. PARNELL THOMAS, *New Jersey, member of Congressional committee of investigation.*

• The only laws that work under all conditions are God's laws that make the sun rise every morning and set every night.—LYMAN S. FORD, *executive secretary, Community Chest Association, Kansas City, Kan.*

• Would I had phrases that are not known, utterances that are strange, in new language that hath not been used, free from repetition, not an utterance which hath grown stale, which men of old have spoken.—KHAKHEPERRESENB, *an Egyptian writer, c. 2700 B.C.*

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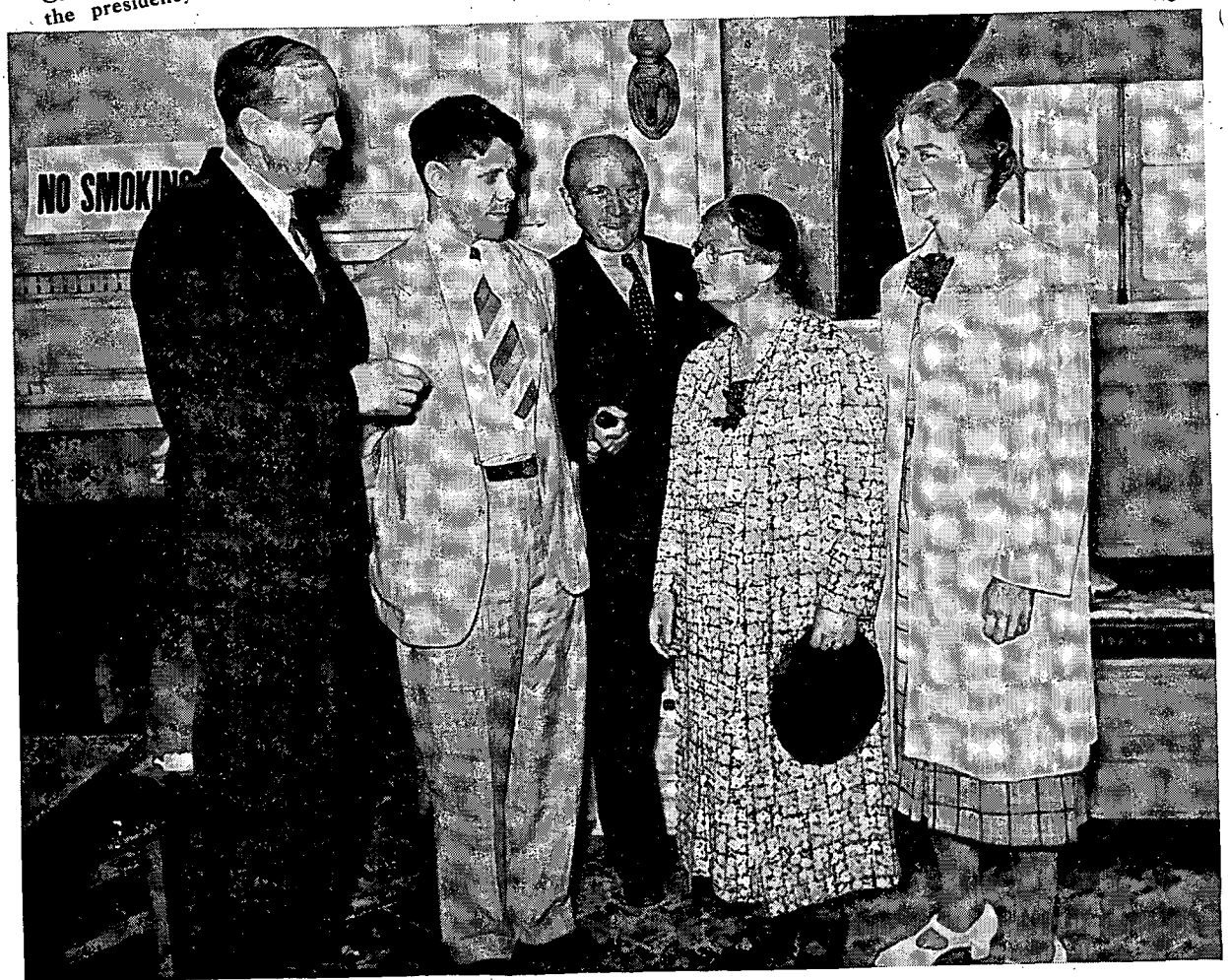
Grace L. Coyle, Cleveland, nominated for the presidency of the 1940 conference

Solomon Lowenstein, New York, this year's president, regrettably absent from Seattle



At the Seattle meeting of the National Conference of Social Work. Left to right: Charles F. Ernst, director Washington State Department of Social Security; Ewan Clague, Social Security Board; Paul Kellogg, elected president of the 1939 conference; Margaret Bondfield, conference guest from England; Ruth FitzSimons, assistant to Mr. Ernst and in the absence of the president and first and second vice-presidents, ranking officer at the meeting

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SURVEY MIDMONTHLY

JULY 1938 VOL. LXXIV NO. 7

Social Work Stretches Its Tent

By RUTH A. LERRIGO

And an All-Star Cast of Volunteer Reporters:

David C. Adie, Helen Cody Baker, Martha A. Chickering, Norris Class, George Davidson, Dorothy Deming, Sybil Foster, Edgar M. Gerlach, John F. Hall, Charles E. Hendry, Fred K. Hoehler, Donald S. Howard, Ralph G. Hurlin, Arlien Johnson, Andrew F. Juras, Dr. Ellen C. Potter, David Resnick, Reuben B. Resnik, Florence M. Seder, Dr. Herbert D. Williams, Paul Benjamin, Paul Kellogg.

PERHAPS it was because this was Secretary Howard R. Knight's thirteenth meeting of the National Conference of Social Work. Anyway, as a conference, the sixty-fifth annual meeting at Seattle was a refreshing, bizarre, useful, cock-eyed, invigorating experience. Some mischievous jinx must have been unwilling to let Mr. Knight get away with such an omen of luck as the twenty-two pound salmon which he caught just before the opening gun; for such a tale of flood, fire, derailment and disaster visited on delegates en route, of a president absent on account of illness, of "big-shot" speakers in absentia, of a famed climate gone wintry, has not been known in many a year of conferences.

What with natural beauty and unnatural accident, conferees arrived gasping on June 25 and 26. It may have been the climate, or possibly the monotonous business of "absentee papers," but by the end of the week the conference tempo has slowed down at some points to a doze. At other points, on the contrary, people were finding this a better, more nourishing conference than larger ones which have preceded it. Lacking the emotionalism of discipleship; the thronging of unassimilated new workers; the distress of heat and crowding, there was time for reflection and peace. Indeed social workers did not seem to take the Seattle meeting quite so grimly as usual. Where, a few years ago, you hardly could escape earnest side-talk of "techniques" and "approach," of the new thing called "group work," of the breathless possibilities in social security and social action—in Seattle you were just as likely to find yourself eavesdropping on eulogies of cracked Dungeness crab, wild blackberry pie and red raspberries as big as your thumb. A trade-union meeting might start a sudden wave of excitement, but exciting too was Seattle's elusive mountain skyline peeking out of the clouds with, as Helen Cody Baker put it, "all the suddenness of a cuckoo-clock."

To many of us making our maiden trips to the Northwest, the whole country was a revelation of beauty. Seattle itself was simple but puzzling. A city built on hills around a stunning land-locked harbor, it combines lavishness in everything that grows with a tendency to obscure those natural beauties with neon lights, brake-squeaking traffic and overgrown buildings and industrialism. Visitors saw the city as young and commercial but gaped at its exquisite art museums; wondered at the lack of decor in the finest restaurants but revelled in their foods; deplored some of the ugly streets but gloried in nearby beauty spots.

There was another element, new to national conferences of social work. "The fleet was in." And that means something to Seattle. The arriving social workers found the town bedecked with flags and signs of hospitality, "Welcome, Fleet!" The president's reception had a military aspect, sandwiched in between two naval balls in a hall decorated lavishly with service flags. Daytimes the Olympic Bowl was host to probation workers; by night it changed its face and welcomed the gold-braided formality of naval officers with lovely ladies. "Gobs" were everywhere.

The conference this year looked different. Certain well-known folk were conspicuously absent. There were no Abbotts, no Miss Breckinridge, no William Hodson. Harry Hopkins couldn't be spared; Aubrey Williams also was needed elsewhere; Congressman H. Jerry Voorhis was home in California, "having a baby" it was said. It was a meeting of "vices"—with a hyphen. Third-vice-president Ruth FitzSimons turned out to be ranking officer and presided with charm and competency in the much-regretted absence of President Solomon Lowenstein. The one oft-repeated lament concerned the necessity for absentee-reading of paper after paper by hurriedly drafted substitutes who all too often droned. Even with good readers, the personalities who would have given vitality to the words were sadly missed. The Northwest, enjoying its first national conference since its social work "grew up," was disappointed when any stars were missing from the show. While understudies were generally gracious and competent, the customers had bought their tickets for the actors who were billed. However, this unavoidable and not very serious disappointment was the only one recorded.

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An Eastern observer, veteran of many conferences, called this meeting an educational experience, only a part of which came through the program. "The widening of horizons," he said, "has been more valuable to me than the speeches. Certainly those who didn't go because 'Seattle's so far away' missed the revelation that sectionalism and geographic barriers fade out when one crosses a broad expanse of prairie and mountain. We are better Americans for being here."

Right there was struck what comes as near to a keynote as the conference developed. Recurring through many programs and from many slants was that strong emphasis on the American democratic principle and its preservation; sometimes it came as a sharp warning against fascism; sometimes as an inspirational appeal to make the most of our resources, natural and human; sometimes as an appeal for social justice—but always it ran a vivid thread throughout the conference.

Side by side with the democratic ideal, was a general awareness of the need for closer integration of the whole fabric of the social services, in all branches of endeavor. Conference-goers did an integration job of their own by disregarding the formal divisions of the program and attending just what meetings suited their fancy. Whether meetings were called sections, committees, associate groups or what not seemed to be of no significance either to the size or to the make-up of audiences. The crowds at trade union meetings seemed to reflect a mixture of personal interest, professional curiosity and seeking after truth.

Along with the interweaving of individual interests was a planned correlation of program between many groups. The Social Work Publicity Council held joint meetings with practically everybody; problems of medical care cropped up all over the program; group workers discussed social action, and public welfare folk discussed group techniques. All the people interested in aliens and migrants joined forces. Through the whole week ran an emphasis on the importance of interpretation of social work to the community it serves. From David C. Adie's masterly appeal for common sense public relations in the language of the public, to the expert discussions of techniques by the publicity workers and the tactics held essential to action by trade-unionists, there was keen awareness of the necessity for public understanding.

ALTHOUGH MOST OF THE EVENING SESSIONS WERE 'WAY beyond walking distance from the rest of the conference, a good proportion of the registration turned out, plus a good showing of townspeople. Out-of-town hearts were warmed to western hospitality at the opening session on June 26 when they found the lobby of the auditorium filled to overflowing with bushels of generous nosegays provided by the Kings County Department of Welfare for the women of the conference. In the absence of Solomon Lowenstein, held in New York by illness, his wise and scholarly presidential address, The Test of American Democracy, was read by Robert P. Lane of the New York City Welfare Council. Margaret Bondfield, Sanford Bates and David C. Adie, at later evening sessions, maintained the high level of thought set by Mr. Lowenstein. The brief excerpts from these addresses, to be found elsewhere in these pages, can do no more than suggest their quality and content.

At the last general session, the conference luncheon, where the gavel of the president passed to Paul Kellogg of *The Survey*, James M. Bertram, author, of Berkeley, Cal., spoke on the subject, Behind the War in China. He brought first-hand testimony from the Orient, contrasting the military clique that had suppressed liberal forces in Japan with the rise and struggle of Chinese democracy.

To follow the intricacies of the daily programs of the conference would be an elephantine and thankless task. To follow its formal organization would be artificial, no true picture of the Seattle gathering. However, out of the crowded week emerge strands of continuous interest, high points and happenings which serve to outline the wide thought landscape of the week.

THERE WAS GENEROUS INTEREST IN THE SPECIAL CONFERence committees, that on inter-relations of the new services, that on the adult offender; likewise in the joint committee on trade unions in social work. As was expected, social action meetings and those on medical care, drew crowds.

In three morning sessions the Committee on Inter-Relations of Unemployment Compensation, Placement and Assistance, Paul Kellogg, chairman, canvassed the interplay of the new public services, their practical working relationships, and specific problems in practice and cooperation. On the first topic, interplay, a paper prepared by W. Frank Persons, chief of the U. S. Employment Service, outlined the basic approach of placement and planning and the opportunities of the local employment offices to practice "the spirit and art of service on a personal basis" and to become the nucleus for social and economic planning.

To this Ewan Clague of the Social Security Board added a keen analysis of the unemployment cycle and a fresh challenge to avoid the social waste of men slipping from higher to lower levels of employment. Experience already shows many points of weakness in our system which must be strengthened if it is to function as a social and economic force and not a doler-out of pittances.

In subsequent discussion John A. Kingsbury, administrative assistant of the WPA, burgeoned out from existing services to a rigorous championship of a national health insurance program and a plea for inter-agency cooperation in our "complex social relief arrangements," so that "the unfortunate individual will not be left suspended, torn between the categories."

The plea for cooperation was brought down to earth by Alexander Heron, director of industrial relations of the Crown-Zellerbach Group of Companies, probably the largest employers on the West Coast. The list of government agencies with which this forest-product industry must maintain contact covered a whole typewritten page—to say nothing of overlapping "paper work." If the industrialist is confused the worker is completely bogged down in the intricacies of laws, their meaning and their administration:

> The fundamental problem is whether a political democracy can adjust itself to carrying the burden of service which will be expected of government during the next generation. Simplification, coordination, uniformity, economic soundness, all are objectives which must be obtained by legislation and administrative evolution. Long before this evolution can progress effectively there must be an effort to develop a friendly, intelligent understanding of the social security program in particular, on the part of the man in the woods and the man on the farm, the man in the mill and the man on the street....

A further call for integration and practical realism in compensation and placement services came from Richard M. Neustadt, regional director for the Social Security Board in San Francisco, and a spirited plea for the basic

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President Solomon Lowenstein

The Test of American Democracy

THE great test for American democracy in its competition with the totalitarian ideal will come in the comparison of what our method of life can provide in the way of a higher standard of living, of security of condition and of industrial democracy. . . .

Today there can be no doubt that if we are to have industrial as well as political democracy ways must be found, under governmental compulsion if necessary, for the working out of a common program for the control of industry along democratic lines. We have learned through mass industry, technological advance, agricultural improvement, to develop a productive machinery that is adequate to supply all the needs of all our people at a very high standard of living. We have failed utterly to discover an equally satisfactory distribution of the products of industry and agriculture so as to produce such a standard of living. . . .

Whether reforms are to be accomplished by changes in our forms of taxation, in our schemes of industrial organization or by other means is not for us as a group of social workers to say. Ours is not the expert's skill nor the possibility of solving these problems alone. We have our own particular knowledge gained in our immediate work with the underprivileged who suffer from the maladjustments in our present system which we would gladly pool with the specialized knowledge of our legislators, our lawyers, economists, industrialists and all others who can contribute to the solution of these problems. But one thing we can say as social workers and say with determination and conviction and that is that if we are to remain a democracy, if we are not to become a tyranny taking over all the functions of life, regimenting and regulating every individual and every institution of communal life, we cannot permit our people to starve, to continue to go hungry and unemployed. . . .

None of us would contemplate for a moment, even at the cost of considerable suffering, giving up those political, cultural and spiritual values which we find in democracy. But we refuse to believe that democracy cannot find methods equally efficient to those of the dictatorships to bring about an improved standard of living for all and the reduction or elimination of unemployment and the need for permanent relief for the able-bodied and the willing to work. . . .

The question will not be solved by relief alone. We need a reorganization, preferably gradual and not revolutionary, which will remove anarchy from our industrial relations and make them subject to the same democratic processes as we have enforced upon the government. Labor and capital must learn to work together and to utilize the government to determine those relationships. We must recognize that in a country of our extent and variety, with freedom of commerce between all its sectional divisions, state lines cannot determine the conditions which shall control industry. We must be willing to admit a measure of governmental control of industry that will remove its barbarities, its lawlessness, its feudalism and substitute orderly and peaceful relationships in their stead. . . . We must cease to consider great aggregations of capital in corporate form as comparable to an individual person and to be treated as such. Instead they must be understood for what they are, great institutions of governmental power over the destinies of the men engaged in them and therefore to be subject to such governmental control as may be required. . . .

There can be no doubt that in our great and hitherto successful country there must be enough of intelligence and wisdom, of statesmanship and goodwill on the part of government, of capital and of labor to solve these puzzling and difficult questions in a spirit of goodwill and of understanding. With such a spirit we may hope for continued prosperity and for even greater freedom than before for developing the spiritual and moral powers of man under a democratic form of life.

service—"the lowliest of all public aids"—from which the others had sprung, from Benjamin E. Youngdahl, director of public assistance, Minnesota State Board of Control. Mr. Youngdahl holds that if the people are to be fed, clothed and sheltered, direct relief for years to come must be an integral part of our broad social provisions. It must be regarded as a link in a chain. To the average citizen "this welfare business" is all of a piece. "Let one social program fail in a given area and they all suffer. Let one program of aid bog down in mechanics, and public support for all programs is likely to be dissipated in the easy condemnation, 'red tape.' "

The final morning of the conference three lively round tables were led respectively by Albert F. Hardy of the Washington State Employment Service; T. Morris Dunne, chairman of the Oregon Unemployment Compensation Commission, and Elmer R. Goudy, administrator of the Oregon State Relief Committee. All three groups discussed the current usefulness of interplay between public agencies and the exchange of working information, and, looking ahead, of responsibilities toward the persons served. Once the overhang of mass unemployment is somewhat melted responsibilities will reach out toward the physical and occupational rehabilitation of displaced men and women, toward vocational training for the oncoming generation and toward employment planning in its long run phases.

With Fred K. Hoehler of Chicago as chairman, the social action section plunged into robust cross currents in public service. Organized labor, political parties, service unions, taxes, works programs, employment services, public health and medical care were in turn the themes.

The speakers included a senator, a congressman and a state legislator, a regional director of the National Labor Relations Board, representatives of Labor's Non-Partisan League, the United Federal Workers of America, the WPA, the Pacific Northwest Regional Planning Commis-

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sion, the Public Administration Service, the U. S. Employment Service, state departments of public welfare, the U. S. Public Health Service and so on. If any of the speakers felt that this conference was stretching its tent-ropes by inviting them in, they were reassured by finding their kin in ideas and experience in their audiences.

The ranking speaker, U. S. Senator Lewis B. Schwellenbach, has his base in two Washingtons. In the course of the week he not only spoke at an important session, but on a conference broadcast and at the dinner of the American Public Welfare Association. At a social action session, he drove home that political democracy and economic security are complementary; neither can be sure of the future without the other. It is security of life and labor that gives democracy its necessary footholds. It is through the agency of government that Americans can control their destiny.

At the same session, E. L. Oliver, executive vice-president of Labor's Non-Partisan League, took the legislative process apart and showed how the committee system of the Senate and House is crucial to the potency of Congress as a vehicle for the national purpose. A party, a point of view, a widespread intent to achieve social and economic ends, can all be hamstrung by the seniority tradition. His conclusions were fortified by figures and his challenge was to "gangway" for the creative will of the people.

The session on the question, Should Social Workers Organize? did not elicit the expected fireworks. On the contrary, a paper by Jacob Baker, president of the United Federal Workers of America, himself not present, was a reasoned exposition of objectives common to public services and the unions of public service workers. Especially it pled for the protection of white collar workers at a time when government employment is expanding tremendously. Recruited from the middle class, without industrial backgrounds, these public employes need organized leadership.

Then came T. J. Edmonds, an executive of the Oregon WPA, who first ran through the objections to unionization—selfish leadership, internecine strife, minority rule and the like—and then ranged into its values: as a hardy instrument for securing better working conditions; collective bargaining as an impersonal, impartial medium which can lift from the shoulders of the executive a staggering load of individual grievances and decisions; the pressure group as a vehicle for getting things done; the opportunities for discussion that make for self-expression and morale.

As leader of the ensuing discussion, Fred K. Hoehler introduced Frank C. Bancroft, editor of *Social Work Today*, who observed that Mr. Edmonds had made most of his own points—if from the other side of the table—and underscored his belief that a public social service is as valid as the physical and spiritual welfare of those who man it.

At another social action session which tackled the question, Where Is the Money Coming From? Congressman Voorhis, in absentia, declared that the United States can balance its national budget any time the taxpayers are willing to pay the price to preserve democracy. He presented a seven-point national tax program designed to create permanent public works and social security programs, and

Margaret Bondfield

IN Seattle Margaret Bondfield made us all vividly aware of the implications of industrialism which, especially on the Pacific, followed so closely on the heels of settlement. In its half century as a city, Seattle has become a vigorous industrial center in a region of lumbering and fisheries.

First woman member of a British Cabinet, first woman president of the British Trade Union Congress, former Minister of Labor in a Labor Government, Miss Bondfield epitomizes the nascent forces at work in the oldest industrial nation. Her theme at the general conference session on July 26 was, New Forms of Power — Its Effect Upon the Lives of Workers. Those new forms have brought the possibility of abundance to the world; but "it is time we began to consider the price we have to pay." First in the list she cited the "tragedy of unemployment." Other items were the divorce of the workers from skills and the tools of production, the speed up, "instances of petty tyranny under which the dismissal and engagement of workers becomes a completely haphazard process." And, as her major charge, a distribution of the national income so out of joint with democracy that in England, for example, where 75 out of every 100 persons belong to the wage earning classes, a tenth of the population engrosses nearly half of that income.

"No person or group of persons is fit entirely to own and control the means and instruments of production on which millions of lives depend." To utilize fully the abundance within our grasp and to prevent the growth of evil consequences, "the community must first command the main levers which control the economic machine."

Miss Bondfield's contribution was, however, by no means limited to one of protest and indictment. Short, vivid, direct, she is a veritable modern counterpart of the "encyclopedias in boots" of our pioneering epochs. At her finger tips, both as a labor leader and as a public administrator, were all the operations of the social insurances in which England anticipated our American development by a quarter of a century. She shared her experience and sagacity right and left; and at the same time rose to our "youthful vitality, to a self-confidence ready to take risks, which believes in itself and which will carry the United States through its difficult years." Her present American stay, to last throughout 1939, made her especially conscious of the "splendid achievements of the TVA," the conservation of natural and human resources alike through the CCC, the PWA and the WPA. Her two-way conclusion was:

"If we can graft on to our respective countries those great outstanding qualities which distinguish them; if we in Britain could be a little more adventurous in our industrial development and if you will accept more of our political pattern — the merit system from our civil service and better coordination of government and administrative functions — what a glorious democracy we could present to the world as a counter blast to this plague of dictatorship."—P. K.

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to pay the bill for them. On the same program, George Yantis, chairman of the Pacific Northwest Regional Planning Commission, said:

We must not look upon taxes as an evil thing, nor upon government as an evil thing. We must recognize in government our one great common cooperative in which we are all engaged, to be used for the proper distribution of income and to regulate buying power. It is your business and mine to find the answers to the questions which our democratic government must answer if it is to survive. . . .

John A. Kingsbury, administrative assistant of the WPA, brought from Washington a paper by Aubrey C. Williams on the federal employment and relief program. Mr. Williams traced the progress of the program in terms of the FERA and the WPA and discussed the theory of "pump priming" and the economic relations of the work program and its place in the capitalistic system: "We have set the stage for further progress which will not be complete until the government can guarantee the right to work—the right to a job—if not in private employment, then in government works for the people."

THE MEETINGS OF THE JOINT COMMITTEE OF TRADE Unions in Social Work showed their growth and clarification of purpose. Only one year after its first definite merging of identity with trade unions, there was no doubt of the direction chosen by this group which once christened itself vaguely as "social work's rank and file." Not only were those within the movement—and outside it—repeatedly urged to espouse the cause of organized labor, they were exhorted to "love, honor and obey," and not to expect, as professionals, to shine as leaders. At the opening session of the committee, E. H. Eby, of the University of Washington, Frank C. Bancroft and E. L. Oliver discussed the place of the professional in the organized labor movement. Altogether, he (the professional) came off humbly, his cue being to find out what he can offer the labor union movement in return for the implementation and protection which it gives him. Mr. Oliver, for twenty years in the labor movement, asserted in a temperate and well-reasoned address that social workers are needed and welcomed by trade unions, but certainly not at present as policy-making leaders.

The meetings of the Committee on the Social Treatment of the Adult Offender, Edgar M. Gerlach, chairman, had been planned meticulously to effect an orderly and logical approach to the subject. The plan, similar to that followed in Indianapolis last year, called for the presentation, at an opening session, of three basic papers on the social treatment of the adult offender in law, in medicine, in the social sciences. Six groups carried on discussion—definitely discussion—during succeeding days, all coming together for a final summing up.

Richard A. Chappell, acting supervisor of the federal probation system, pointed out in the opening presentation that criminal statutes, predicated on the idea that punishment should fit the offense rather than the offender, often place unfortunate and sometimes incongruous restrictions upon the application of constructive methods of treatment.

Dr. Samuel W. Hartwell, professor of psychiatry at the University of Buffalo Medical School, suggested that there are certain individuals, constituting "problem cases" from the standpoint of disciplinary, educational, medical and social work techniques, whose conduct can be understood and treated only through analysis of the unconscious drives which motivate their behavior: "Members of the medical profession in the past have often erred either in declining any responsibility for understanding and treating the criminal, or, conversely, in insisting that they alone could understand and treat him."

In a provocative paper at the opening session Saul D. Alinsky, sociologist at the Institute for Juvenile Research, Chicago, contended that researches into the causes and treatment of criminality show that the bases of crime are to be found not so much in individual abnormalities as in the framework of social organization, and that the nature and extent of criminality in fact reflects the character of that social organization. It took courage for Mr. Alinsky to tell this audience that: "The approach to crime as a problem of the individual is an approach which is in complete contradiction to accepted research findings."

The discussion groups concerned themselves with six specific types of offenders: the alcoholic, the mentally deficient, the drug addict, the prostitute, the psychopathic and the habitual. The consensus of opinion seemed to be that there is an amazing lack of understanding of these offenders as individuals and of those factors which have produced them. With respect to treatment we in the twentieth century are still punishing sick people, attempting to train stupid people, and preaching to confirmed criminals. We

Sanford Bates

Executive Director, Boys' Clubs of America, Inc.

Let us see to it:

That wherever it is possible successfully to cure delinquency through probation that we attempt to do so, and to this end we demand that probation be dissociated from political control.

. . . That the prisons and reformatories devote themselves not to the cause merely of carrying out the penalty of the law but to the more important and difficult task of refitting their inmates for the resumption of life on the outside.

. . . That we recognize parole as the inevitable and protective sequence to every prison term and demand that it be properly understood, supported and administered.

. . . That in all these efforts we command the services of the most intelligent workers, that we pursue the scientific method, and that our object be the long time protection of our country rather than exacting a payment for wrongs done.

. . . That even as we resolutely set about to bring the prisons of the country to higher standards we never fail to look through and beyond the prison until we recognize crime in all its ramifications as a social problem, as a problem that cannot be solved by the government alone but only by the participation of all character building agencies reinforced by the intelligent and highly motivated and unified determination of our communities themselves.

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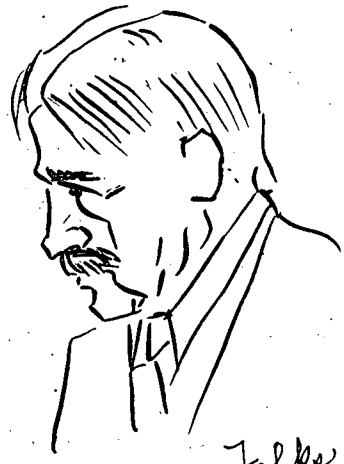

Homer Folks

John Kingsbury

Lewis B. Schwellenbach
Washington's U. S. Senator

Archer Langlie
Mayor of Seattle

E. L. Oliver
Labor's Non-Partisan League

Fred Hoehler

WALT PARTYMILLER
SEATTLE

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maintain indecent housing and working conditions, deny youth opportunities for wholesome recreation and then are amazed and indignant at the tragic results.

Notwithstanding the rather pessimistic note heard in many of these meetings it was clear in the final session that participants had found it a wholesome experience to "let down their hair" and admit how little they really know about this troublesome person, the adult offender.

Sessions of the section on public welfare administration, David C. Adie, chairman, were full of meat and in general eminently practical. Audiences, a combination of visitors and young supervisors, were preponderantly western. The sessions were healthy with discussion close in to the problems of the day by day job. The voice of the trade union enthusiast was occasionally raised.

In a discussion of professional and lay aspects of public welfare administration, Charles F. Ernst presented an able review of the task of the state administrator, concluding:

> The job of the administrator of 1938 comes closest to that of the architect. He tries to find out what the people want and works out a satisfactory set of specifications which will give them what they want within their ability to pay for it. He designs, he plans, continually searches for more effective, workable methods to produce satisfactory and lasting results and finally, through and with an organization of qualified artisans, he builds.

At the same session Pierce Atwater of the St. Paul Community Chest charged social workers with wasting much time in advocating lay boards for the purpose of "keeping public welfare administration out of politics," but of failing to recognize that "only through political action were departments of public welfare created. . . . Our interest lies in keeping political manipulation out of the field of work."

Meetings on the job of the case work supervisor and the visitor brought out distinguished papers by Josephine C. Brown of the WPA, and Martha Chickering of the University of California. Miss Brown outlined in detail and with much insight the qualifications of a good supervisor, and the difficulties he must face:

> A few of his qualifications for this exacting job are physical health, ability to handle pressure without confusion, emotional adjustment, self-discipline, maturity of judgment and freedom from prejudice. . . . He must see the people not merely in terms of eligibility for specific forms of assistance, but as possessors of an inherent right to share in the opportunities and benefits which are essential to our new conception of public welfare.

In discussing, What a Visitor in a Public Agency Should Know, Miss Chickering emphasized that the social worker in a public agency must accept the disciplines of the public service. He—or she—must know and accept the law, must know community resources and seek to provide the client with all necessary services, but must not try to smuggle them all inside the public agency without benefit of law. He must know much about human behavior, about medical problems, so much in fact that Miss Chickering demanded for him a college education before he even started.

A session on the federal child welfare services, considered on federal, state and local levels of operation, stressed the increasingly evident need for their coordination with public assistance, and for the development of a permanent structure rather than the use of federal money for experimentation in areas of service already explored.

Ralph G. Hurlin, director of the department of statistics of the Russell Sage Foundation, dealt with "the uses of statistics as a medium of interpreting and servicing the administration of a public welfare program." He pointed to the impressive development of statistics in welfare administration, but credited that development primarily to the pressure or emphasis of the federal agency. Its cause has been not an academic interest but a direct administrative need for statistics as a basis of planning legislation and allotment of funds, and as a medium for administration, supervision and control.

The American Public Welfare Association carried on a spirited sister (or brother) act to the section meetings on public welfare. Of particular interest was a meeting on the transient and migratory worker, sponsored jointly with the National Association for Travelers Aid and Transient Service and the Committee on Care of Transient and Homeless. A paper, prepared by Congressman Voorhis, showed him to be thoroughly committed to the thesis of federal responsibility, in cooperation with the states, in meeting this problem. For thousands of displaced agricultural families, he thinks in terms of a "new national domain" on which they shall be resettled under federal auspices. To provide relief for present hardships, he would have more migratory labor camps and would broaden the scope of the farm placement service and of the federal employment service.

At an APWA session on the relationship between unemployment compensation and relief, Ewan Clague of the Social Security Board declared that the "basic pain" in the difficult adjustments between these two is that the cart has got before the horse; that logically unemployment compensation should come first, but when it began to operate people eligible for it already were ensconced on WPA or relief, often drawing more than they would get as compensation—"a natural but temporary situation."

A STRONG STREAM OF INTEREST IN THE PROBLEMS OF spreading medical care ran through the conference, often cropping out in unexpected places. With it went an undercurrent of feeling, sometimes welling up in fervid discussion. At a session of the conference Committee on Medical Care, Alexander Ropchan, of the Chicago Council of Social Agencies, made a forceful plea for general availability of medical care, stressing the social factors involved and the place of the social worker in interpreting health needs in terms of community action. At the same session, Dr. R. G. Leland, director of the bureau of medical economics of the American Medical Association, spoke on the relations of social work and medical care from the standpoint of the medical profession.

A stormy petrel at the conference, Dr. Leland, by the time the week was over, had turned at least verbally conciliatory. "I don't know whether the AMA has done itself any good by sending me out here or not," he said somewhat ruefully at the close of a session where he had explained that the doctor is quite justified in unwillingness to work with social workers unless he can depend upon them not to defend or encourage health insurance, plans for group practice and so on, which the physician believes work toward the ultimate harm of the highest quality of medical care. Dr. Leland asserted that the insurance principle cannot be applied to health since sickness, unlike death, is unpredictable. Alluding indirectly to the findings of the National Health Survey, he said: "Remember that

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of the reported thirty or forty million sick persons not receiving the medical care they need, many of them don't want it! Probably these represent a sizeable proportion of that total." He urged social workers to realize that the medical profession was experimenting with means of spreading medical care and to "remember that the central figure is the sick patient." The one aim of the doctors in this problem, he said, is "to keep the demand and supply of medical services in constant balance. . . . We hope you will help us."

In closing the meeting its chairman, Helen Hall of New York, assured Dr. Leland that his audience would agree with him that the central figure is the sick patient. "If we can work with Dr. Leland in getting some kind of health security for neglected groups, we'd like to. But if we can't, I guess we're just going to work."

Although it carried an extensive program, the section on social case work stuck quietly to its knitting through the week and was satisfied with making its imprint on the professional techniques of its own practitioners. By and large it made comparatively little noise in the conference. A thorough-going review of principles of present case work procedures, with group sessions designed to instruct on sound practice in a variety of situations, occupied much of the program. At a session on the preparation and direction of case work personnel, Leah Feder of Washington University, St. Louis, stated her belief that: "What has happened in the last few years as the result of the rapid growth of the public services is only the beginning of a whole new educational structure which will expand and change in its turn as the social security act continues in operation. The inevitable struggle for qualified personnel has only just begun. . . ."

The conference seemed to have left behind much of the earlier vagueness about "this group work." The section, with Charles R. Hendry, Boys Clubs of America, as acting chairman, presented an extensive program with attention concentrated on simple and practical problems in adult education and work with young people. Throughout the programs there was strong emphasis on the democratic ideal and its implications for group work. In a poetic, Glenn Frankian paper on that subject, Howard Woolston of the University of Washington called group workers "the cowboys of social work," and told them:

You must understand the principles of democracy better than lawyers, teachers and preachers . . . democracy is being attacked in many quarters. Your boys and girls must defend it, if it is to be maintained. . . . . Young people can be shown how to govern themselves. Such ability is the basis of civil liberty, because it makes autocrats ridiculous and tyrants intolerable. An autonomous group requires only helpful suggestions, not dictatorship.

In reporting a committee study of how group work agencies function cooperatively in the community, Moses Beckelman, of the New York City Welfare Council, distilled from his findings an interesting analysis. Group work activity in councils of social agencies, he said, divides into three levels: the pre-group level, roughly called character building, recreation and the like, concentrating on such activities as studies of juvenile delinquency and promotion of leisure time activities; the group work stage, which adds the study of standards and objectives, recording and case work relationships; the post-group work stage which begins to invoke such terms as education, neighborhood and community organization and to reflect, in its activities, concern with personnel standards, training not limited to the acquisition of recreational skills, democracy in structure of group work divisions and agency participation in broad social problems.

A comparatively new organization, the National Association for the Study of Group Work, announced that its membership has doubled since the Indianapolis meeting,

Hon. David C. Adie

Commissioner, New York State Department of Social Welfare

IF the precious ore which has been mined from the private social agencies is to be a measuring factor in social coinage which we use, then its true value must be interpreted to a highly critical and skeptical public. It would seem clear to me that no one can have traveled very much among the general public without being conscious of the fact that we social workers are viewed as excellent people who have little of the practical wrapped up in our natures. The member of the political organization, however, is viewed as a very practical person. His motives may sometimes be questioned; his methods may not always undergo keen scrutiny; but it is freely recognized that his operations and public relations are skilled and real. He apparently knows people, retains his affection for them in spite of their defects and has a warm personal regard for human personality. . . .

The wise administrator, then, who has his mind fixed upon a successful interpretation of what the governmental agency is trying to do to serve human beings, must find a language which is of the newspaper variety rather than the textbook. He cannot, of course, depart from the basic values, but they must and can be couched in a language easily understood by the average person. Experience has taught me that the use of scientific terms and professional shorthand has been one of the greatest barriers between the mind of the legislator, for example, and the social worker. . . .

I believe we will win public approval for our program in very much the same way as the representatives of the people are elected — by going to the place where the people are, talking to them in homely language, and stressing the human values paramount in our concern. . . .

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and presented impressive, even formidable studies and reports. Its chairman, Charles E. Hendry, warned:

In the early stages of any professional development there is usually a tendency for those most concerned to become narrowly preoccupied with definitions and technical details. Not infrequently this . . . leads to the substitution of subtleties for simplicities and there arises the danger of making obscure the obvious. If we are to avoid becoming just another sect of specialists, if we are to avoid becoming encased within a fixed and final group work theology, we must make absolutely certain that the many elements which ultimately may combine to yield a generic group work are kept fluid and in solution. Premature crystallization would be deadening.

The section on community organization rolled up its sleeves and took on its problems in a series of "relationships" programs—relationship of community organization to professional and non-professional leadership, to organized labor, to the educational process, to public welfare and national agencies. In the course of the week, a number of utterances drew fire and aroused healthy discussion. It was somewhat of an innovation that an official of a militant labor organization, Richard Francis, regional director of the CIO for Seattle, should appear in this section. In another program Pierce Atwater drew the fire both of the local press and of the Joint Committee of Trade Unions with his declaration that the American Association of Social Workers should keep its hands off politics:

Regardless of how sympathetic our membership may be to any economic theory or political concept, the clear fact remains that we will act wisely as a professional organization to function collectively on matters within the sphere of our professional competence. . . . This, regardless of how sympathetic the membership might be to any economic theory . . . or how active individual members might be in a labor organization or political party.

On the other side was a paper prepared by Jacob Fisher, president of the Social Service Employes Union of New York City, in which he held that: "The trade unions in social work reflect the problems of the profession and those of the general social situation in which the profession offers its services."

ON THE THESIS THAT "OUR KIND OF PUBLICITY CAN'T BE divorced from the practice of social work," and that the thinking of social workers about their immediate problems is the blood stream of the publicity worker, the Social Work Publicity Council this year concentrated on joint programs with a variety of organizations. A realistic facing of problems with practical social workers went hand in hand with efforts to find concrete, helpful ways of interpreting those problems.

An outstanding paper, the stuff of good, homely, honest-to-God country life, came from Kansas for presentation at the joint session of the publicity council and the American Public Welfare Association. County supervisors and caseworkers from thirty-nine counties collected the material, Josephine Strode, formerly of the Kansas ERA, helped prepare it and Helen Maxwell, welfare director of Grant County, Kansas, gave it final form. Too full of color to be reflected in a few sentences, it carried real insight into rural social work as it actually is lived. "We have heard it said that when prosperity comes back, it will come through the barn door. Publicity for rural social work must have the barn door approach to reality."

At least one participant in the delegate conference of the American Association of Social Workers, which met in advance of the NCSW, felt that in those sessions, more than in any subsequent ones, was "creative discussion at its best." And, he added, "There are signs that New York is no longer the Mt. Olympus from which pontifical pronouncements may be issued, whether it be in the AASW or other fields of social endeavor."

In any case the delegate conference, with sixty-nine of the seventy-nine chapters represented, engaged in healthy introspection considering two primary issues: how to give chapters a larger voice in shaping the policies and directing the affairs of the association; how to help chapters meet the increasing need for broadening their own local programs. "Further discussion" was recommended on both issues. In the discussion of the report of the division on government and social work, presented by Donald S. Howard of the Russell Sage Foundation, it was evident that local chapters want the services of the national organization strengthened rather than curtailed.

Community Chests and Councils, Inc., as is the custom, gathered for three days of "shop talk" before the opening of the conference proper and carried into the week with a wide participation of "chest people" in the programs of other groups. The "shop-talk" sessions were capped by an address by Bradley Buell, national field director, on developments in the field of council and service programs.

A vigorous six-day session of the National Probation Association opened two days ahead of the conference and brought to Seattle a stellar cast of penologists and experts in juvenile delinquency, probation and parole. Judge Joseph N. Ulman, of Baltimore, speaking of the recently published book, Youth in the Toils, by Leonard Harrison

Hon. Joseph N. Ulman

Judge Supreme Bench, Baltimore, Md.
to the National Probation Association

IT wouldn't be so bad to preside in the criminal court if the judge were as blind as Justice. I do not fear the sneers of those who try to make the public believe that probation and parole are twin daughters of darkness. I stand firmly upon the rock that each person convicted of crime is an individual human being who must be studied as an individual and treated as an individual. . . . But let this be determined in respect of each individual by a cool and dispassionate study made by trained persons, not by an emotional outburst or subtly stimulated popular outcry. . . . I insist that the administration of probation and parole must be put on the highest plane of good social case work. And I insist, too, that probation and parole are but parts, essential though they may be, of a planned system of penology. Standing by themselves, they may be dangerous. Integrated into and forming parts of a rationally conceived system, they will prove invaluable.

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Arriving in Seattle by *The Survey's* special train: Robert P. Lane, New York; Ruth D. Mack, Survey staff; Edgar M. Gerlach, Washington, D.C.; Dr. Ellen C. Potter, Trenton, N. J.; Hazel Newton, Boston

and Pryor Grant, saw there new proposals applicable to every violator of the law, which would make possible a rational plan of treatment, through operation of a "disposition board" of persons especially trained to have jurisdiction over the offender during his whole period of treatment. This board would determine the offender's length of detention and use all the social and correctional facilities available for his particular case. Judge Ulman believes that this plan holds the possibility that "the sorry spectacle of repeated cycles of crime, arrest, imprisonment and release may become less and less common."

The second year of the National Association of Training Schools as an associate group of the NCSW was described by a participant as "a landmark in a developing program and a reaffirmation of the need for further integration with the educational and child welfare fields." Outstanding on the association's program was Jacob Kepecs of Chicago who spoke on the responsibility of training schools in the child welfare program, and emphasized the essentials which will help remove the schools from the penal field: "The training schools must recognize that they are child welfare institutions dealing with handicapped children and not with little prisoners."

It is an old custom for the president-elect of the conference to speak at the luncheon of the Child Welfare League of America. The league's sessions at Seattle dealt with county units, with relations of public and private services, with adoption and child placing in the world today. At the luncheon Paul Kellogg, president-elect, talked on Growing Up, in terms not so much of children as of the evolving work for children and the changes in the community life into which children go. The children's agency knows at first hand every cause and trouble that brings its charges into its care. It is steward of an awareness it can and should put to work. The private agency especially finds itself today in a unique position to serve as an interpreter, champion and critic in the rapidly expanding field of public child welfare.

In a week of programs of the special conference committee on social aspects of children's institutions; at the luncheon session of the National Child Labor Committee where Homer Folks spoke on changes and trends in child labor, and its control; and at a session of the same group addressed by Senator Schwellenbach on the constitutionality of child labor legislation, the child was emphasized as the key figure of today and tomorrow.

The landscape is far from complete. From sheer physical inability to "cover" (both on conference territory and on paper) the feast spread for conference-goers much must be slighted. Staccato mention serves only to suggest a few of the possibilities:

The National Conference of Jewish Social Work, which in a one-day session reviewed the past and present and made a "blue-print" for the future of Jewish social work. . . . The Church Conference of Social Work which got down to cases of joint efforts between social agencies and churches. . . . The Association of Schools of Social Work with developing plans to organize social work students in the interests of articulateness and exchange of ideas. . . . The Committee for the Prevention and Social Treatment of Blindness which set up a real milestone on a march toward integration of service to the blind with social programs for all those with special handicaps. . . . The National Federation of Settlements which carried out an "idea exchange," North to South, East to West, especially on consumer problems, cooperatives, credit unions. . . . The National Committee on Volunteers in Social Work, with delegates from Texas, the Carolinas, New Orleans and the East to meet with volunteers of the Northwest. . . . The Western Conference of Public Welfare Officials which, in a specially called meeting, brought in other state officials to demand federal support for migrants and non-settled. . . . The Social Worker's Committee for the Spanish Democracy which faced the challenging need to raise $3000 from social workers toward a relief ship, scheduled to sail this summer.

The session of the American Association of Medical Social Workers where Dorothy Deming of New York and Ruth E. Lewis of Washington University put cards on the table on the working relationship between medical social workers and public health nurses. . . . The distinguished address of Dr. Samuel W. Hartwell of Buffalo at the dinner of the American Association of Psychiatric Social Workers. . . . Likewise the presidential address of Stanley P. Davies of New York before the Family Welfare Association of America.

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If anyone left the Seattle conference without attending the Social Work Publicity Council's Follies and giving a good look at the exhibits and consultation services, his luck or his judgment was bad. If there is one thing which social workers have learned in the last decade, it is how to snap out a vaudeville program—at least, such was the evidence of the 1938 Follies. Efforts at "funning" in past conferences all were outdone by this year's performance. The Chicago team of Barbara Abel, versifier, and Helen Baker and Audrey Hayden, performers, placed a nice peak on past fame with The Clean Up. "Social workers ain't like ordinary people," said scrubwoman Audrey Hayden O'Hara to side-scrubwoman Helen Baker Mahoney. "They don't have politics or religion or sex." "Gee whiz, Mrs. O'Hara, what do they have?" "Oh, they have organization, administration and education," offered Mrs. O'Hara, more in pity than scorn.

An important change in conference procedure was effected at the annual business session of the NCSW which adopted a committee report offering a well thought out regional planning scheme for selection of the conference time and place of meeting. The plan will be published in full in the next issue of the bulletin of the National Conference of Social Work. For 1940, while the new scheme is getting into its stride, St. Paul, St. Louis and Atlantic City, were suggested as "eligibles," with all the easterners holding their thumbs for the boardwalk.

Before concluding this all-too-inadequate report of social work's big annual confab a word must be said of the Canadian Conference of Social Work, held in Vancouver just prior to the Seattle meeting. Margaret Bondfield was a guest speaker there; and so too were Fred K. Hoehler, Margaret Rich and Paul Kellogg. Helen Hall spoke at the closing session with Dr. H. M. Cassidy, director of social welfare of British Columbia and president of the Canadian conference. The imagination of the visitors, both from England and the United States, was caught by the group of younger social workers, personified by Dr. Cassidy, who at key points from the Atlantic to the Pacific are giving fresh caliber and leadership to the Canadian movement.

A Westerner, looking back over conference week concluded: "The conference came to Seattle at the right time, for social work hereabouts is at an impressionable age. It has afforded this region a coveted opportunity for appraisal of its social work and for better orientation of its workers." This reporter, looking back, concludes: The 1938 national conference arrived gasping; it went home with that greater peace which follows a nourishing meal. And those who would took back with them well-filled hampers of food for thought, enough for months of mental digestion.

Facts and Figures

SEATTLE is "a long way off" from the country's center of social worker population and despite vacation allures the total registration of the 1938 National Conference of Social Work stopped at 3348, considerably below the totals of the last few years. Afternoon and evening sessions which were "open" drew, it is estimated, about a thousand additional persons whose interest did not quite extend to a three-dollar registration fee. However, what was lacking in attendance records was made up by meetings, of which 350 were scheduled, topping last year by nearly half a hundred. The fat and indispensable program, with pine trees and a beguiling mountain lake on its cover, was a masterpiece of organization, and to onlooking Seattle became the trademark of the visiting social worker.

The delegate conference of the American Association of Social Workers, the National Probation Association and Community Chests and Councils, Inc., arrived two or three days early and already were in possession when the conference proper arrived on Sunday, June 26. Sessions revolved around two large hotels, an auditorium and two churches, more or less concentrated in one region, so that footwork, while largely up and down hill, was not too extensive. However, a taxi driver remarked that, "There is more riding going on at this meeting than at any I can remember except the Shriners — and of course the bankers." A directory of "speakers, discussants, discussion leaders and presiding officers," listing 386 persons, looked like a minor telephone book with its six "Williams"s, four "Smiths," two or three each of many other names and a half dozen "McC-"s. "Speakingest" persons at the conference were Charles F. Ernst of Olympia, Wash.; Sanford Bates of New York; and Dr. Samuel W. Hartman of Buffalo, N. Y.; each listed for five appearances on the program.

Howard R. Knight, ubiquitous conference secretary, at a moment of high triumph

OFFICERS ELECTED FOR THE 1939 MEETING to be held in Buffalo, N. Y., are: president, Paul Kellogg, New York; vice-presidents, Edward L. Ryerson, Jr., Chicago, Ida M. Cannon, Boston, Jane M. Hoey, Washington, D. C.; chairmen of sections: Social Case Work, Florence R. Day, Cleveland; Social Group Work, Lucy P. Carner, Chicago; Community Organization, Wayne McMillen, Chicago; Social Action, Mary Anderson, Washington, D. C.; Public Welfare Administration, Charles F. Ernst, Olympia, Wash.

The place of the 1940 session remains undetermined, subject to the development of new plans for conference organization. Officers nominated for that year, to be elected at the Buffalo meeting, are: president, Grace Coyle, School of Applied Social Science, Western Reserve University, Cleveland; vice-presidents: Arlien Johnson, Graduate School of Social Work, University of Washington, Seattle; Sidney Hollander, Baltimore, Md.; Mrs. DeForest Van Slyck, Association of the Junior Leagues of America, New York.

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The Common Welfare

Forward March

A LONG advance over rough country is embodied in executive orders which President Roosevelt issued in late June, extending the merit system to all federal employes except the highest policy-making officials and those specifically exempted by law. The orders, beginning February 1, 1939, will affect some 130,000 jobs, including 71,000 persons in emergency agencies and corporations. They direct that all employes and most officials be selected and promoted on merit alone; forbid political activities by government employes or the use of patronage and political influence to give or obtain government jobs; institute scientific personnel divisions in each agency; create in-service training, transfer, reinstatement and appeals machinery; give the Civil Service Commission powers and adjuncts necessary to operate and strengthen the civil service system. The new regulations apply to jobs in agencies which may be created in the future as well as to those now in existence.

Heartening evidence that states and local communities are, like Washington, on the way toward a genuine merit system is furnished by a recent statement from David C. Adie, New York State social welfare commissioner. On the basis of a recent state-wide personnel check-up, Mr. Adie reports that 94.9 percent of 20,338 employes in local public welfare programs are qualified through civil service examinations for their jobs in connection with the administration of old age assistance, aid to the blind, aid to dependent children and home relief.

The executive orders not only constitute a major defeat for the spoils system, but for the first time since civil service was established fifty-five years ago, make possible a genuine career system in the United States. Mr. Adie's statement is one of the many indications that this country is ready to consolidate the gains of this civil service victory.

The AMA Stands Pat

IN spite of currents of protest that ran through the meeting of the American Medical Association in San Francisco last month the sessions ended "with relieved smiles" and the acceptance of resolutions which in effect reaffirmed the association's traditional opposition to any organized approach to planned, tax-supported medical care.

Efforts to modify this attitude, at least to crack the door to change, headed up in resolutions offered by the California, Michigan, Illinois and Connecticut delegations; each proposing in varied forms a committee to maintain contact and cooperation with governmental and lay organizations and to interpret the AMA and its policies. None proposed any specific program. These resolutions went before a joint committee headed by Dr. H. A. Luce of Detroit, which also heard individual physicians and association officials. The report of this committee rejected the proposed action, affirmed the "complete harmony as to purpose and objectives" of the officers and "entire membership"; and attributed any "apparent lack of harmony in the ranks of organized medicine . . . to attempts to discredit that large group who, from the time of Aesculapius, has contributed so much to human life and happiness." The report expressed satisfaction with existing "contacts and channels" in public relations and emphasized "the importance of avoiding any innovation which might disturb these arrangements, which have been built up through the years and depend upon many subtle and delicate personal relationships."

With the record thus cleared the joint committee went on to say that "by reason of the sentiment revealed by the presentation of these resolutions [by state delegations] and the support of them from so many diverse quarters" it "felt impelled . . . to impress upon the board of trustees its feeling that careful consideration should be given to the operation of our agencies of public information so that, on the one hand, the necessary *fortiter in re* may be preserved and, on the other, that certain deficiencies of *suaviter in modo* may be corrected."

To the accompaniment of "the relieved smiles" of the assembly *fortiter in re* was translated as "strength in the matter" and *suaviter in modo* as "smoothness of method," and the report was added to the archives of the professional body.

Children of Cleveland

"WHEN we see their flabby, pale faces we do not need to put them on the scales to know they are victims of malnutrition. They haven't actually had enough to eat for five or six years and now it is far worse. What we are seeing is a gradual breakdown of child health comparable to that in Europe in the World War."

These are not the children of Spain or of China but the children of the 20,000 relief families of Cleveland, Ohio, rich modern American city, in June 1938. The words are those of Dr. Richard A. Bolt, distinguished pediatrician, director of the Cleveland Child Health Association, a scientist not addicted to overstatement.

For many months relief has been the football of Ohio politicians. For weeks the legislators, in special session, have jockeyed and blustered. "Nobody is starving," they say. Not quite perhaps, but one wonders if sometimes the thought of those "flabby, pale faces" does not disturb the rest even of an Ohio politician.

Overhauling the Machinery

THE principle of unemployment insurance, even to such unsparing critics of the social security act as Abraham Epstein, is sound. Most of the current dissatisfaction with this country's first large scale experiment in this field springs not from distrust of the principle, but from impatience with delays in payments, uncertainties as to the amount and duration of benefits, the seemingly unnecessary load of paper work put on the employer. Granted that the current depression has upset calculations and vastly complicated the new undertaking, present unemployment insurance administration seems to employer, worker and the public too cumbersome and too costly.

The Social Security Board's announcement of a thorough study of unemployment insurance administration, therefore, is sure to meet with general approval. The study is to be carried forward jointly by the board's Bureau of Unemploy-

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ment Compensation, the individual state agencies and the Interstate Conference of Unemployment Agencies, with the cooperation of informed employers, labor leaders and representatives of the public. By early fall, it is expected that the study will have yielded definite recommendations for revising state administrative methods and for needed changes in existing state laws. The principle aims of the proposed revisions, according to R. Gordon Wagenet, director of the Bureau of Unemployment Compensation, are: "Greater economy in unemployment insurance administration; development of methods for calculating and paying benefits which will be more easily understood by workers and employers and will result in more prompt payment of benefits; reduction, insofar as possible, of the volume of detail required of employers in complying with the legislation."

Tuberculosis Next

WITH an initial appropriation by Congress of $3 million, strong federal leadership is assured in the campaign to control venereal disease. Such leadership has already been given to the campaign against cancer by the action of Congress last summer in establishing the National Cancer Institute in the Public Health Service. Next, say the statesmen of public health, must come tuberculosis—a definite nation-wide program, enlisting federal, state and local collaboration, to bring about the "practical eradication" of a disease which in spite of the great advances of the past twenty years or so still takes many thousands of lives annually, and is the chief cause of death among young people between the ages of eighteen and twenty-five.

The program put forward by the National Tuberculosis Association [see page 246] has been welcomed by Dr. Thomas Parran, chief of the U.S. Public Health Service as "a scientific and statesmanlike approach to a great national health program." In further comment he said: "Tuberculosis is a battle half won; the ways to gain complete control of the disease are known, we need only the means to apply them. . . . Your association has taken an historic step which may be as important to tuberculosis control as was the discovery of the tubercle bacillus."

The "New" WPA

FIRST fruit of the "new" WPA program, with its eight-months' appropriation of $1,425,000,000, was the announcement of a rise in the "security wage" of workers in some thirteen southern states. The rise, averaging about $5 a month, will go chiefly to unskilled and intermediate workers whose monthly pay in the lowest brackets has been as low as $21. Critics of the Administration see the cloven hoof of politics in this ruling, but many others welcome it, politics or no politics, and take at face value the assurance of Harry L. Hopkins, WPA administrator, that:

> We have felt for some time our security wages in certain areas of the country were based on a standard of living below the levels of health and decency and did not bear sufficient realistic relationship to the actual cost of living. The new minimum wage rates created for these half-million workers receiving the lowest monthly security wages, while still inadequate in my judgment, give these people something nearer to an income which will assure a minimum standard of living.

It seems probable that in general the "new" WPA program will follow the old one with expenditures directed largely to "quick spending" on light projects. WPA rolls, now including about 2,750,000 persons may be increased to 3,000,000, but are not likely to go much higher this summer. Mr. Hopkins and his advisers do not propose to be caught without funds should a new crisis develop early next winter as it did last.

Mr. Hopkins estimates that of the total WPA fund $1,325,000,000 will go directly into the pockets of the workers from which it will spread out—$515 million for food; $220 million for shelter; $150 million for household operation, fuel, gas, electricity and the like; $50 million for medical and dental care; $60 million for street car and bus fares; and so on. WPA workers, he says, will spend $2,500,000 a day for food alone.

Somewhere in the brain-swirling total of millions with which WPA faces its new fiscal year is an item of $10 million or so with which it proposes to buy for distribution to clients the surplus stock of manufacturers of men's and boys' clothing, stock which by clogging the market is retarding the reemployment of thousands of needleworkers. Curiously enough two-pants suits and "odd" pants, unaffiliated with coats and vests, are barred in this gigantic clothing purchase—no one seems to know why.

As relatively minor items in the relief program are $30 million appropriated for relief grants to low income farmers through the Farm Security Administration and $75 million for the National Youth Administration. Not to be overlooked are the operations of the Federal Surplus Commodities Corporation which is spending more than $500,000 a day just now for food for distribution through the states to some 3,050,000 families on relief. Expenditures for the year may run to $150 million.

Relief remains big business in these United States, and—like it or not, President Roosevelt—the federal government is still in the business, right up to the neck.

". . . and sudden death"

FEW leaders of any race have made so distinctive a contribution to their people as James Weldon Johnson, whose death in late June brought a sense of shock and sorrow that reached far beyond his wide circle of friends and associates. Mr. Johnson was killed when his automobile was struck by a train near Wiscasset, Me. Born in Florida, Mr. Johnson began his career as a school teacher in Georgia. From the beginning he showed himself of that "talented tenth" of humanity that breaks through all limitations. For fourteen years, as secretary of the National Association for the Advancement of Colored People, he stood out a militant protagonist of the political rights and the cultural advance of the Negro. Since 1930 he has been professor of creative literature at Fiske University and since 1934 visiting professor at New York University. Lawyer, poet, musician, diplomat, author and educator, Mr. Johnson, said the *New York Herald Tribune,* "gazed on horizons which few Negroes had ever seen." Because of his life and labors the horizons of a race have been widened and extended.

The meeting of the National Conference of Social Work in Seattle last month was saddened by the death of Lieut. Col. and Mrs. William H. Range of the Salvation Army who, enroute to the conference from Atlanta, Ga., were killed in the train wreck near Miles City, Mont. Colonel Range had given more than forty years to the social work of the Salvation Army, largely in the men's service department in such cities as New York, Philadelphia, Cincinnati and Louisville. He was head of that service for the Army's southern territory when "line of duty" took him and his wife on the fatal journey westward.

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The Social Front

Relief

ANY persisting idea that President Roosevelt, in view of current conditions, might modify his attitude toward the use of federal funds for grants-in-aid to the states for direct relief has been dispelled by his letter to Mayor La Guardia of New York, president of the U.S. Conference of Mayors.

Said the President: "In reply to your telegram regarding federal relief program, there is no intention of shifting from present policy of providing relief for able-bodied unemployed through a work program. The states and municipalities must continue to provide for direct relief as their fair share of the total program and cannot expect assistance from the federal government in meeting this responsibility. Any confusion regarding the respective responsibilities of federal, state and local governments which results in a weakening of the efforts of states and municipalities in the field of direct relief or of the federal work program will prove disastrous and should at all costs be avoided."

Stalemate—Prospects for sound relief programs for the harassed states of Illinois and Ohio [see *Survey Midmonthly*, June 1938, page 206] continue remote. In the special session of the Illinois legislature the traditional Chicago-downstate struggle was promptly renewed after $4,500,000 had been voted to be expended, $500,000 a month. A proposed additional appropriation of $16 million had been whittled down to $11,200,000, with prospect of further whittling to $7 million, when the whole discussion was ended by a ruling that the special session had no power to vote more relief funds and that the whole matter must await another special session to be called at the discretion of Governor Horner. Says the *Chicago Daily News:* "When the new call is issued it is expected to open the treasury gates a little wider but only contingent upon the legislature providing new state revenues."

Meantime relief allowances in Chicago have been cut to a level that is the despair of clients and staff workers alike.

In Ohio the clash of rural and urban interests has continued to block decisive action. The relief administration in Cleveland appears to be the special hate of one body of official opinion. A special examiner's report by the state auditor charging "lax and wasteful methods" contained such comment as: "The entire relief administration is being conducted, controlled and administered by the social workers and their union . . . a powerful bureaucracy . . . motivated solely for the purpose of establishing a job tenure. . . . Entries [in case records] were practically useless and might be considered as so much drivel and drool. . . ."

The special session of the legislature called in mid-May authorized municipalities to borrow certain sums against anticipated sales tax revenues in 1939. Cleveland's quota was $400,000, but due to questions on the legality of that form of borrowing, the money was not available until late June. Meantime another "stop-gap" of $60,000 was transferred from city hospital funds. During the early months of this year Cleveland's regular monthly relief budget was about $750,000. Most recent Cleveland proposal for raising funds, blessed by the City Council, is for a series of mammoth "entertainments," euphemism, it appears, for a lottery scheme.

In mid-June both house of the legislature passed relief bills, but efforts to iron out differences between them were blocked. Added to the political confusion was the demand of the Ku Klux Klan, 12,000 strong—"which up to then had taken no part in the conversation"—that relief benefits should be denied aliens who have entered the country illegally. The legislature "recessed" on June 25, leaving the whole matter in the air.

THE SITUATION OF THE RELIEF CLIENTS in Cleveland can be imagined from casual comments in the news columns of the *Cleveland Press:*

"Hundreds of hungry people gathered today outside three relief stations which had no more money to give them. Funds at the Broadway and Detroit offices were exhausted and no more orders were being issued—not even for emergencies. From the Lake office the crowd shifted to East 51 Street where prunes, oranges, tomatoes and canned peas were being distributed by the Federal Surplus Commodities Corporation. Spectators reported the line waiting for these articles extended for five blocks. A patrolman was dispatched to prevent congestion but no disorder was reported.

"The offices remained open although there was little for the workers, themselves unpaid for a month, to do except to tell the people the money was gone and go through the gesture of recording their needs."

$ $ $—Direct relief expenditures for New York City for the fiscal year which began July 1 are estimated by William Hodson, welfare commissioner, at "not less than a total of $137,228,000." Of this sum $86,579,200 must come from city emergency taxes, the rest from the state. This total is an increase of about $17,634,000 over the preceding fiscal year, an increase due, says Mr. Hodson, to "increased expectancy" of need, and larger contributions for materials and the like required by WPA. Mr. Hodson anticipates that relief will be required by a probable maximum of 207,500 families, including 16,600 families of veterans. This means about 622,500 persons of whom 264,000 are children. Lunches and milk must also be provided for some 123,000 school children.

Among the items in the financial estimate are the following: food and other necessities, $85,100,000; staff salaries and wages, $14,775,000; clothing $6,000,000; medical, nursing and dental care, $1,977,000; school relief, (lunches, clothing and so on) $1,920,000; veterans aid $6,550,000; homeless relief, $1,750,000; sponsor's contribution to WPA $15,000,000.

Back to the Counties—Maryland's general public assistance program—direct relief through the counties—which has had fairly regular if meager funds was brought up short when, in April, the state comptroller announced that a distribution of $200,000 to the counties for direct relief would be the last state allocated funds for this purpose until March 1939. Direct relief expenditures in March 1938 alone had come to $217,191. Direct relief is thus thrown back on the counties and on their willingness to make special tax levies for the purpose. This the counties are loathe to do with a tendency to earmark any such levies "for unemployables only." In most counties the case load is governed not by need but by availability of funds. The city of Baltimore has no specific funds earmarked for general public assistance but the city officials are permitting a deficit to accumulate which by the end of the year will amount to more than $4 million. In late May the caseload was 4250 with applications averaging 250 a day. At that time there were 18,053 Maryland persons on WPA and 2166 boys in CCC camps.

Owing to varied local policies and definitions much confusion has existed in Maryland in the area of general public assistance. The Board of State Aid and Charities is now engaged in a comprehensive study to the end of defining the problem of general relief.

Research and Report—From WPA comes a covey of publications all of which contribute to knowledge and understand-

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ing of the current relief scene, and add to the growing shelf of material for future students of relief history. Among them:

A Survey of Relief and Security Programs, by Arthur E. Burns and Edward A. Williams. A review of the whole "business of relief," prior to and during federal participation, including FERA, CWA, WPA, the social security program and the programs of the states. Summaries of statistics are brought through February 1938.

General Relief Statistics. A compilation of figures with explanatory text covering the fifteen months' period ranging from January 1936 to April 1937, when the Social Security Board assumed responsibility for future compilation.

Effects of the Works Program on Rural Relief, by Rebecca Farnham and Irene Link. A comprehensive survey of rural relief cases in seven widely scattered states during the summer and fall of 1935. Judgment on the situation in the cases after the withdrawal of relief is left to the reader.

Intercity Differences in Cost of Living, by Margaret Loomis Stecker. A detailed study made in March 1935 in fifty-nine cities, east, west, north and south, which provides a large body of basic information for domestic budget-makers in every walk of life. Budgets are figured on a maintenance standard and an emergency level.

From the Committee on Social Security of the Social Science Research Council comes a plump paper bound volume of 507 pages, Seven Years of Unemployment Relief in New Jersey, 1930-1936, by Douglas H. MacNeil. Price $1.25 from the council, 230 Park Avenue, New York. It is a candid and thoroughgoing examination of the policies and procedures in public relief, and of the forces that shaped them up to the liquidation of the state ERA. To New Jersey it is an important historical document. In other states it should stimulate studies of similar scope for the purposes of intelligent planning.

From the Committee on Care of Transients and Homeless, 1270 Sixth Avenue, New York, come several mimeographed publications highly useful and informative in that specialized field. Among them:

Statement of Problems Involved in Adapting Social Security and Relief Provisions to the Needs of Migrant and Non-Resident Persons and Families; and Recommendations for Remedial Action. A statement prepared by the committee for the special Senate committee to investigate unemployment and relief.

Current Bibliography on Transiency. Some eighty items bringing down to May 1938 the committee's two earlier bibliographies.

A Survey of the Present Status of the Problem of the Transient and State Settlement Laws, prepared by Edward A. Macy of the Council of State Governments for the Continuation Committee of the Interstate Conference on Transients and Settlement Laws.

Public Assistance

As evidence of the innate honesty of Hoosiers the Indiana State Department of Public Welfare offers the tale of what happened after the death of "John Doe," a recipient of old age assistance. Under the Indiana law the state is reimbursed for assistance grants from the estate—if any—of the deceased beneficiary. "John Doe's" estate consisted of a few chickens, a shotgun, a pistol and a horse. Promptly after the funeral relatives descended on the county welfare office with the shotgun and pistol and $1.20 in cash from the sale of the chickens. Further reimbursement would be made, they said, as soon as they succeeded in selling the horse.

Another "John Doe" story comes from California where, so they say, an applicant for old age assistance wrote firmly to his old home town in Arkansas: "To the county Wallafare Board: I have not lived in Arkansas since Nov. 1935 and that is not all I dont want to live back there. And I can't be a citizen here until you people will turn me loose back there Please dont hold me as a citizen there any longer. P.S. You will probably get papers asking if we are citizens back there but I dont want a citizenship there. Signed, John Doe, formerly of Arkansas but in California since November 1935."

Oklahoma and the Board—Within strict limitations, the Social Security Board has resumed public assistance grants to the State of Oklahoma as of April 1. [See *Survey Graphic,* April, page 203.] After reviewing reports and resolutions submitted by the Oklahoma Welfare Commission, the board finds that, "as a result of changes effected and agreements as to future action," Oklahoma's public assistance administration is now "in substantial compliance with the social security act." The board therefore resumes grants "for those cases which the state has reinvestigated and found eligible since federal funds were withdrawn." As of June 7, the state had completed a review of only a portion of its assistance rolls, and accurate records of eligibility "are not yet available for a majority of cases." Of the first 13,500 cases reviewed since March 2, when federal funds were withdrawn, 3800 recipients or over 25 percent, were dropped—over 1000 dead, another 1000 with income or property in excess of state standards, some 500 who did not meet age requirements. Federal funds used by the state for assistance to ineligible persons must be repaid to the government by deductions from future grants.

The state expects to complete about 10,000 reinvestigations a month. At this rate, the review of its entire assistance rolls should be completed by January 1, 1939. Oklahoma expects to carry, out of state funds, all cases now on the rolls while their reinvestigation is pending. When the review is completed, the board will determine the total amount of money for which the state is accountable to the federal government. This adjustment must be effected without serious curtailment of assistance to eligibles.

Colorado's Headache—Colorado's old age assistance headache remains acute. [See *Survey Graphic,* July 1938, page 376.] In March average payments had dropped to $26.72, but in the courts, under appeal, was the decision of a Denver judge requiring back payments on 1937 accounts to some 35,000 recipients, the sum mounting into millions. Efforts to secure a repeal of the constitutional amendment which seems to be at the root of the state's financial troubles head up in the Federation for Workable Old Age Pensions, which claims to have enough signatures to petitions to get a repeal provision on the ballot next November. The powerful National Annuity League challenges the validity of the signatures and a legal battle is foreseen.

Meantime the regional office of the Social Security Board has made a preliminary report on an audit of old age assistance payments in seven counties over a period of fifteen months. While no figures have been given out it is said that the report contests the use of federal funds in hundreds of instances. If this is true the counties will be required to defend their payments, and, if they fail to make their case, the state must reimburse the federal government for its share of funds paid to persons ineligible under Social Security Board rulings.

Going Up—Social Security Board figures show that about 20 million persons in approximately 6,400,000 households received some kind of public aid in April. Costs of public relief, the board reports, continued to rise, amounting in April to $242,931,000, an increase of $7,772,000 over the total for March.

State officials are facing cold hard facts on the cost of public welfare. In California the state comptroller reports that the average county now is spending 21 cents of its income dollar for relief, old age assistance and correctional institutions. In 1927 such purposes took 7 cents out of each dollar. More than half of the Los Angeles revenue dollar is required for public assistance and related services.

Indiana spent $15,447,000 for relief in 1933, the year the welfare department

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began accumulating statistics. In 1937 it spent $50,072,000. In Ohio the chief of the state division of aid for the aged estimates that the program will cost a million dollars more the second quarter of 1938 than it did the first. His estimate is based on 113,800 recipients with an average monthly grant of $23.

Among the States—A complete reorganization of Delaware's public welfare agencies and institutions is recommended in the report of a study recently completed by Fred K. Hoehler of the American Public Welfare Association. The report proposes the formation of a state department of public welfare, headed by a commissioner, with activities grouped into three divisions—public assistance, child welfare and aid for the mentally and physically handicapped. Appointment of all personnel, except the commissioner, under civil service is strongly urged.

Certain Californians who in the past year bought real property from beneficiaries of old age assistance are in something of a dither over a recent ruling of the state's attorney general. Prior to 1937 the state took a lien on such property—as is the practice in most states—and, at the death of the beneficiary, reimbursed itself from his estate so far as there was an estate. In 1937 the legislature acted and such liens were crossed out, leaving the beneficiary free to dispose of his real estate as he chose. A number of them "sold out." But now the state supreme court has declared the 1937 law unconstitutional, and the buyers of such property are faced with the probability that, in order to clear their titles, they themselves will be required to reimburse the state for assistance rendered to the seller of the property.

A ruling of the Georgia State Welfare Department requires that county welfare units must make their records on public assistance recipients available to grand juries and must offer cooperation in any investigation of such recipients.

Child Welfare

IN its report to its general advisory committee on maternal and child welfare services, the child welfare division of the Children's Bureau undertook to formulate a statement of the general philosophy upon which is based the administration of Title V, Part 3 of the social security act which is entrusted to the bureau. "Believe it or not," says a lively commentator on the report, "a lot of our own people still talk about 'child welfare' as though it were principally foster care. Hence the effort to get over a broader concept."

Child welfare in its broadest sense, says the report, "is a composite of, first, the social and economic forces in community life which make it possible for a child's own family to nurture him through the years of childhood; and second, the instrumentalities, both public and private, which supplement the capacities and resources of a child's natural family in such measure as may be necessary to insure wholesome growth and development."

Continuing, the report says: "Child welfare services [under Title V, Part 3] therefore must be concerned with what constitutes a total child welfare program. This means that a children's worker in a rural community does not limit her activities to treatment after a child's own home has failed him and provision for him must be made elsewhere, but seeks to provide services and to stimulate the development of community resources which will prevent dependency, neglect and delinquency."

New Start—After more than sixty years of varied services to the children of Baltimore the Nursery and Child's Hospital has gotten itself a new modern suburban home and is about to initiate a new and modern program of study and treatment of children of pre-school age. Following the study and recommendations of Cheney C. Jones, of Boston, the institution will accept for study from cooperating agencies, children who have failed to make a normal adjustment to life and who, after psychiatric study and treatment, may be placed in appropriate foster homes.

Jobs for Youth—An unusual form of employment help for youth being carried on in New York is Vocational Adoption, Inc., I. Warsaw, executive director. Under this plan, now several years old, underprivileged boys whose primary need seems to be employment are given vocational study and placed in jobs with business men interested in the opportunity for service. Heads of responsible concerns are asked to "adopt the boys vocationally," of course without legal ties. This implies chiefly the employer's personal interest in the boy. The careers of the boys are followed unobtrusively by the agency and if the placement is unsatisfactory another attempt is made. The organization is attempting within the next year to place a thousand boys vocationally.

Various and Sundry—Something like 2000 New York school children, too sick to attend regular classes, have been given regular instruction the past school year by visiting teachers, thus enabling them to keep up with their studies. Eighty-eight of them were graduated with their classes this spring, though all but twenty-eight were too ill to attend commencement exercises and had to receive their diplomas *in absentia*.

Massachusetts points proudly to the fact, "true for many years," that only a very small proportion of children under care either by public or private agencies are in institutions. April reports showed that of 2142 children under care by eight private agencies, only 42 were in institutions, and that of 9528 under care by two public agencies only 134 were institutionalized.

Special nurseries for the children of the 1622 families in Ten Eyck Houses, the huge public housing development in Brooklyn, N. Y., are maintained by the Brooklyn Free Kindergarten Society. In addition the society conducts special classes in child care and cooking for the mothers of its young charges.

At the request of a group of New York City children's agencies which use case work service in adoptions, the Child Welfare League of America is making a study of adoption procedures followed in the care of the city's Protestant or non-sectarian children. Mary Frances Smith of the Philadelphia Children's Bureau is making the study.

In Print—A recent League of Nations publication is a summary of the series of legislative and administrative documents of the league's child welfare information center. Number IV, 3, Social, 1938. Price 25 cents from the Columbia University Press, 2960 Broadway, New York. . . . A summary report of a study of summer camps conducted by Boston social agencies and other organizations may be secured from the Boston Council of Social Agencies, 80 Federal Street, Boston. Summary, 15 cents; full report 60 cents including postage. . . . The Public Child Welfare Program in the District of Columbia, by Emma O. Lundburg. U. S. Children's Bureau Publication, No. 240. From the Government Printing Office, Washington, D. C.

Compensation

THIRTY-SIX states have joined in a plan under which a worker who goes from one state to work in another state, or in several states, may draw any out-of-work benefits he has accumulated in any state by filing his claim in the state where he loses his job. The states which are thus cooperating in protecting the worker who moves over state lines are proceeding at once to set up the machinery to put the plan into effect. The agreement was worked out by the Interstate Conference of Unemployment Compensation Agencies, established to consider the interstate problems that arise under unemployment compensation laws. Workers to whom the agreement applies are those classed by the compensation agencies as "multi-state workers." It does not apply to commuters who live in one state and work in another. Nor does the plan cover the worker who may not

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have wage credits in one state sufficient to make him eligible for compensation, but who would have credits enough from all the states in which he has worked in the course of the year, were he permitted to "add up" his credits.

Delinquents—The Wisconsin Industrial Commission has adopted legal tactics in dealing with employers delinquent in unemployment compensation taxes which, according to the Milwaukee *Sentinel,* "have extracted long past due income taxes from hundreds of reluctant or financially disabled citizens." Employers are questioned regarding their assets, and tentative agreements are made for the payment of overdue contributions. Failure to make a settlement results in the appointment of a receiver. Delinquents amount to only .3 percent of all Wisconsin employers. . . . In Illinois, 4000 employers were totally delinquent in paying their unemployment compensation contribution for the first quarter of 1938, according to Martin P. Durkin, director of labor. Delinquent employers are incurring interest penalties of one thirtieth of one percent a day. All the 4000 delinquents have received notices and are being visited by field advisers who attempt to determine causes of delinquency and expedite payment.

Labor Disputes—Following the successful completion of negotiations between the management of six Oregon sawmills and their workers, which were involved in a labor union jurisdictional dispute for nearly nine months, the State Unemployment Compensation Commission ordered payment of benefit checks totaling more than $250,000 to 2000 millworkers. The benefits were allowed after attorneys for employers and the unions entered into a stipulation that no labor dispute existed in the six mills subsequent to dates ranging from early April to mid-May. . . . In two test cases involving approximately 2200 employes of the Bigelow-Sanford Carpet Co., Inc. of Amsterdam, N. Y., Henry Shemin, acting chief referee of the division of placement and unemployment insurance, New York State Labor Department, held that those persons who worked up to the date their union called a strike, and then quit work, are subject to a ten-week waiting period after they apply for benefits under the state unemployment insurance law. The employes involved worked on May 10, but did not work thereafter because a strike was called, effective May 11, when the company refused to rescind a wage cut. The workers claimed that the wage cut actually separated them from employment prior to the inception of the strike; and that the strike is not a strike within the meaning of the law because it is based on an alleged breach of contract by the employer. The referee held that the first contention "is negatived by the fact that the claimant worked and received wages through May 10." As to the second contention, he pointed out that "our statute does not exclude from the extended waiting period workers who become unemployed as a result of strikes which are called because of an employer's violation of a labor agreement."

For Railroad Workers—Against the opposition of the Social Security Board and treasury officials, both houses of Congress passed the bill providing a system of unemployment compensation for railroad workers to be administered by the Railroad Retirement Board. The measure had the active support of the railroad labor unions. At this writing, it has not been signed by President Roosevelt.

Seasonal Workers—Officials of the New York State Department of Labor are seeking to safeguard the unemployment compensation fund from "raids" by seasonal workers in periods when their industries are not operating and the workers do not expect to be employed. Studies are underway as to procedures for putting into effect the law's provision that "a seasonal employe shall be entitled to benefits only if he suffers unemployment within the longest seasonal period or periods during which, by the best practice of the occupation or industry in which he is engaged, operations are conducted." In defining seasonal industries and charting their periods of activity, the study committee will take into account the necessity for reducing the amount a seasonal worker must earn to qualify for benefits. Trade union officials are expected to oppose any effort to put the stamp of seasonality on the industries they represent.

Massachusetts Hearings—The special legislative commission investigating the Massachusetts Unemployment Compensation Commission has been directed to continue its inquiries. A number of striking facts as to the political affiliations of employes of the compensation commission and the methods of their appointment have been brought out in the hearings. For example, a roll call of Governor Hurley's delegates to the 1936 Democratic pre-primary convention disclosed that seventy-two of them were put on the commission's payroll "without benefit of civil service," while close relatives of other delegates were also given jobs. A score of these employes, appearing at the hearings, held that their appointment and election as delegates were merely "coincidental." Another employe admitted that he had conducted funerals during working time, had falsified his time records and had permitted those working under him the same latitude. Other staff members, as a former bartender and pari-mutuel employe, have testified that they had no particular experience or training for their positions, though denying that political influence secured the appointment.

Deficiency Appropriation—The Senate and House concurred in a joint resolution appropriating an additional $3,500,000 for unemployment compensation administration grants to states. The measure represented a compromise between the $4 million appropriated by a Senate resolution and the $2,500,000 appropriation originally proposed by a House resolution.

Old Age Insurance

THE Social Security Board announces that since January 1937 it has approved 134,297 lump sum claims, totaling $4,249,428. During April 1938, claim approvals amounted to 750 each working day, a total of 19,370, amounting to $834,234. The average claim during the thirty-day period was $42.55. Such claims are brought under the provision of the social security act for lump sum payments equal to 3½ percent of the total annual wages up to $3000 received from one employer by a worker who has reached the age of sixty-five, or to the estate of one who has died.

New Considerations—The Advisory Council, organized a year ago as a result of criticism of the reserve plan, led by Senator Vandenberg, in a preliminary report upheld present policies and tax rates. It will report later on alternative methods of financing the old age insurance scheme. The council has asked the Social Security Board to provide data by September 15 on possible plans for extending the coverage to domestic servants, farm laborers and self-employed workers. It also recommended that the 570,000 employes of non-profit religious, charitable and educational institutions, now excluded, be brought under the plan. About 38 million workers in business and industry are now under federal old age insurance. The suggested extension of coverage would add about 15 million more.

Bookkeeping—In the largest bookkeeping operation in the world, wages of millions of men and women are being posted in their old age security accounts at the rate of 650,000 entries a day. Approximately 75 million wage items reported by employers for 1937 have been received by the Social Security Board from the Bureau of Internal Revenue. Under revised regulations which went into effect January 1, 1938, employers now file a tax return every three months, when they pay their taxes and their employes' taxes. Approximately 2,100,000

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wage items were reported by employers for the first three months. Although there is a lag between a workers' payday and the day his wages are recorded in his old age insurance account, John J. Corson, acting director of the Bureau of Old Age Insurance, holds that this will not cause delay in settling a claim for benefits.

Wages and Hours

THE new wages and hours act rewrites on the statute books the principle of "fair labor standards" embodied in NRA. In the current business depression, labor experts estimate that not more than 200,000 workers will have their pay increased by the 25-cent minimum set by the law—chiefly in garment factories, textile mills, the fertilizer industry in the South and southern sawmills. Even at 1937 production levels only about 260,000 workers, according to these estimates, would benefit by the minimum wage of 25 cents, and about one million by the 44-hour week limit.

Wages—Beginning 120 days after enactment (in late October) all covered employes must be paid *at least* 25 cents an hour the first year; 30 cents for the next six years; 40 cents thereafter.

Hours—The maximum work-week for employes subject to the act is not to exceed 44 hours the first year the law is in effect; 42 the second; 40 a week thereafter. Employes may work longer hours provided they receive compensation for overtime at a rate of at least one and a half times their usual wage.

Child Labor—No person under sixteen years of age may be employed in manufacturing or mining; nor any person between the ages of sixteen and eighteen in occupations held by the chief of the Children's Bureau to be "particularly hazardous" or "detrimental to the health or well being" of young persons.

Coverage—The law applies to concerns engaged in interstate commerce and to concerns producing goods for interstate commerce. A number of fields are exempted including retail, service and professional occupations, agriculture, canning and food processing. The child labor provisions do not apply to the employment of children in agricultural, mercantile and personal service occupations. Special provision is made for learners, apprentices and the handicapped.

Administration—A wage and hour division is to be created in the Department of Labor, under an administrator appointed by the President and confirmed by the Senate. The administrator will appoint for each industry covered by the act a committee representing employes, employers and the public. The committees, after holding hearings and examining witnesses, will recommend to the administrator minimum wage rates not to exceed 40 cents, to be set at the highest points which will not substantially curtail employment. The rates may vary not only from industry to industry, but within any given industry the committee may recommend different wage rates as they seem justified by differences in cost of living, production and transportation.

The law provides for court review of wage orders, and fixes penalties for wilful violations of the provisions of the act, or of the administrator's orders.

"Divers Good Causes"

"IN view of the ever increasing control of social processes by urban standards and ideals, it is emphatically important to recognize the vital contributions of rural communities, always the primary sources of population and the guardians of the Holy Earth." Thus impressively does Thomas Jesse Jones, educational director of the Phelps-Stokes Fund, state the reason for being of the Agricultural Missions Foundation, Inc., the offices of which are at 156 Fifth Avenue, New York. Organized in 1930, with John R. Mott as chairman of the board, the foundation has never had a budget exceeding $12,000 for its educational and administrative services. In spite of its meager funds it has done yeoman's work in its chosen field. In promoting cooperation among missionary boards it has provided office and secretarial facilities for the Rural Missions Cooperating Committee and the Christian Rural Fellowship; has itself provided ninety-five fellowships designed to enable missionaries to study and observe rural resources and organization in America and has served as a clearing house for rural services and as a center for the distribution of literature on all phases of rural reconstruction in any land. Back of all the services of the foundation is the constant objective "of leavening thought and action toward greater emphasis on the rural aspects of the world Christian missionary enterprise." To that end its board is divided equally between members from agricultural colleges, from missionary organizations and from laymen deeply interested in agriculture and rural life.

Big Figures—The national membership of the Girl Scouts by the end of last year had reached 441,964, a gain of 46,598 over 1936 according to the organization's annual report. Girl Scout camps numbering 1012 were enjoyed by 100,837 girls. . . . The New York Bible Society during the past year replaced 2814 Bibles in hotel rooms, bringing the grand total of Bibles which the society has placed in transient guest rooms of hotels to 149,074 since 1836 when the first copies were placed in rooms of the old Astor on lower Broadway. The society's total distribution for the year, through many outlets, reached 844,159 copies of Bibles, Testaments and Bible portions, printed in eighty-three different languages.

Church and Social Work—A plan to encourage cooperation between the churches and the social agencies of Washington D.C., which has been under way for a year [see *Survey Midmonthly*, November 1937, page 359] now has a well-developed program. The department of social welfare of the Federation of Churches in cooperation with the Community Chest has set up a central office to handle the project and some forty churches have established "welfare councils" or effective committees for the work. Clearing of cases between churches and social agencies is under way, research and surveys have been undertaken. For a full account of the plan, issued by the committee on cooperation, write to John L. Mixon, Federation of Chuches, 1749 N Street N. W., Washington, D. C.

And So On—A study to evaluate the effectiveness of community social work programs in Yonkers, N. Y. has been undertaken under auspices of Community Chests and Councils, Inc. E. S. Guckert, managing director of the Flint, Mich. Community Fund, is directing the study. . . . Formation of the Missouri Federation for the Merit System recently was announced, with the stated purpose of "promoting the use of the merit system in the field of government as the best known method of assuring efficiency in public administration." Norman Bierman, St. Louis, is chairman. Membership includes organizations and individuals representing a wide range of civic and social interests, including the Kansas City and St. Louis chapters of the American Association of Social Workers.

The Travelers Aid Society of Baltimore, Md. this year celebrates a Silver Jubilee. It was formed in 1913 in conjunction with the Baltimore YWCA and became a charter member of the national association of travelers aid societies when that body was formed.

New Agencies—As the fruit of two years' study and planning by the San Francisco Community Chest and the department of social work of the Council of Social Agencies, San Francisco now has a new Family Service Agency with Prudence Kivicelen from the New York Charity Organization Society as executive. For the first eighteen months of its life, the agency is being financed by a grant from the Rosenberg Foundation. Its program will be experimental with a small selected case load, not primarily on a relief basis.

Trenton, N. J., a city of around 125,-

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000 population, is organizing its first visiting nurse association as an outcome of a study of health needs made by the Council of Social Agencies. Grace Unzicker, R.N. from the New Haven, Conn. Visiting Nurse Association is executive.

Kansas City, Kans. again has a family welfare agency, after five years without one. The former Family Service Society was forced to suspend in the difficult days of 1933, but the new Family Welfare Association has been set up by the Community Chest in conjunction with a group of citizens who were actively interested in the former agency. The new association, primarily a service organization, plans to limit its case load sufficiently to do an intensive job of rehabilitation and personality adjustment. Lou E. Hume, formerly with the Kansas Emergency Relief Commission is secretary.

The first of its kind in a middle western state, a new neuro-psychiatric outpatient clinic was established recently for Wyandotte County, Kansas, under the state board of administration. Dr. Ralph M. Fellows, superintendent of the state hospital at Osawatomie, Kans., is in charge. The clinic will be operated by the staff of the hospital in cooperation with the county welfare board and the judge of the probate court. The clinic facilities will be available to private physicians who have patients in need of such service.

Self Study

LONG simmering discussion of cooperation between case work and group work reached the boiling point in Chicago last winter when 160 case workers and group workers sat down together for a three months' study of principles and practices in both fields. Seven meetings, cooperatively planned by the family service division and the division on recreation and education of the Council of Social Agencies, were held through the late winter and early spring.

Careful planning of these programs was repaid by steady attendance and brisk discussion. Two opening meetings were staged as dialogue between a case worker and group worker, who began by pinning each other down to simple explanations of purpose and practice with such elementary questions as "But just what *do* you do?" and "Won't you please make that a little clearer?"

Out of the answers grew definitions that helped the group workers to see case work as skillful help to the individual in trouble, first by understanding him and his environment, then by finding and setting in motion the forces capable of changing both to meet his needs. Case workers, too, saw group work offering these same individuals opportunities to develop social attitudes, acquire new interests or skills, gain experience in living with people and unite for social action under trained leadership.

Having laid this foundation of mutual understanding, the third meeting got down to two cases: Ethel and Charles, who needed help but were difficult children to fit into a group. A case worker, a group worker, and a representative of the Institute for Juvenile Research discussed these problem youngsters, their backgrounds, attitudes, possibilities and limitations. Case work offered its specific service and advice, group work told what it thought could be done, and the audience was invited to share in deciding on a program. Out of the sharing came plans for a specially created small group for Ethel and camp for Charles.

Later meetings included a panel by representatives of seven agencies offering case work and group work services to Chicago's children, a general discussion of problems raised in the actual experience of both case work and group work agencies, and a joint report, by Leon Richman of the Jewish Children's Bureau and Margaret Svendsen of the Institute for Juvenile Research, which summarized the series and offered concrete proposals for better cooperation in referral of children.

Among the many questions raised and honestly faced by both case workers and group workers, were these:

Does every child need a group?
What children are not ready for group experience?
How much individual attention can even a skillful group worker be expected to give a problem child?
How far should problem children be allowed to disrupt a normal group?
How freely may a case worker discuss confidential history with a group worker?

The group workers (44 percent) and case workers (56 percent) who joined in these discussions agree that "supplementation" rather than "integration" is the right word for their relationship. They have increased their understanding and respect for each other and believe that they have begun to build, together, a groundwork for increased helpfulness to Chicago's children. Verbatim reports of the seven meetings were kept, and may be secured for a dollar a set from the Council of Social Agencies of Chicago, 203 North Wabash Avenue.

With the Co-ops

ALL the commercial enterprises of the model town of Greenhills, the suburban housing project on the outskirts of Cincinnati, will be operated as cooperatives, according to an announcement of the Farm Security Administration. Leases for a cooperative self-service food store, general store, drugstore, service station and garage, barber shop and beauty parlor have been signed with Greenhills Consumer Services, acting for the residents. This cooperative organization, operating under Rochdale principles, was set up by prominent members of the United Cooperatives of Cincinnati, with the aid of Consumer Distribution Corporation. Its purpose is to establish stores and other services and operate them on a non-profit basis. Profits will be distributed to members of the cooperative according to their patronage. Two hundred families are already residing in the community.

Consumer Distribution Corporation, established by the late Edward A. Filene, has been successfully operating the retail stores of Greenbelt, Md., under a similar arrangement since last September.

Cafeteria Chain—Consumers Cooperative Services, which operates a chain of ten cafeterias in New York City, a central bakery, three grocery stores, a credit union and library service, closed its eighteenth year with an increase in business, a small surplus, and a hopeful outlook, after the acute labor troubles of the preceding year. [See *Survey Graphic*, February, page 90.] Mary Long, manager, reported a total business of $449,000 for the year, an increase of $15,000 over the preceding year. The co-op increased its payroll for the year $12,000 under a contract with the Cafeteria Workers Union, Local 302.

To Nova Scotia—The Cooperative League of the United States is sponsoring two tours to the cooperatives of Nova Scotia in August. Both tours will attend the Rural and Industrial Conference of local Nova Scotia cooperators at Antigonish, August 17-18. [See *Survey Graphic*, June, page 340.] The members of each division will have three days of lectures and discussion periods at St. Francis Xavier University, and a twelve-day tour by bus and car, to the cooperatives of eastern Nova Scotia and Cape Breton Island. The total membership is limited to 300. Details from the league, 167 West 12 Street.

Field Work—Twenty students of the Cooperative League Institute, a "cooperative college" for training prospective executives and educational directors, finished their three-month academic training the end of May and are now in the field for two months' "laboratory work" in cooperatives throughout the country. The members of this second class to complete the course at the institute have been assigned to cooperatives from Caldwell, Idaho to Greenbelt, Md., and will do all types of work during their training period. Practically all of the first class have obtained positions in co-ops. The third session of the institute opens September 22.

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Book Club—The Cooperative Book Club, a mail order co-op with members in all sections of the country, reports growing membership and business volume at the end of its first six months of actual operation. Dr. Henry Pratt Fairchild of New York University, chairman of the educational committee, announced at the first annual meeting of the co-op in June that fifty groups have joined the club under the organization's plan to sponsor book forums, reading circles, circulating libraries and cooperative book shops. Gerald McDonald of the New York Public Library reported that a committee of librarians is working on a program of book buying by libraries through the co-op.

The Public's Health

PROPOSALS for a new program designed to eradicate tuberculosis in the United States were adopted by the National Tuberculosis Association at its recent annual meeting and endorsed by U.S. Surgeon General Thomas Parran. The suggested program, to start in 1939, would require $140 million to provide 40,000 hospital beds for tuberculosis patients and would include, at a cost of about $5,500,000, X-ray examination of all persons who have had family contacts with known cases. As drawn up by a special committee, Homer Folks, chairman, the plan would leave the initiative and drive for the program to the U.S. Public Health Service and would depend upon federal funds and some flexible form of federal-state cooperation in its execution.

Out-of-Town—The substantial amount of service given by Boston hospitals to patients from outside the city has been studied by the Boston Council of Social Agencies and the Hospital Council. Of 72,964 patients in twenty-one voluntary hospitals in 1937, two thirds lived in cities and towns outside Boston. A series of "one-day censuses" have given results remarkably similar to those of the last regular census of this situation. Although relatively more Bostonians than outsiders are treated at part rates or free, 31 percent of the out-of-towners were charged part rates and 19 percent were given free treatment. This was in addition to the many outsiders in out-patient departments who were not charged full rates. It is pointed out that even ward patients who pay the so-called full rates cover only approximately half their cost to the hospitals.

Health Battlefronts—Striking gains made in recent years in the protection of eyesight are listed in the annual report for 1937 of the National Society for the Prevention of Blindness. The past twelve months are notable particularly for the progress made through the campaign to stamp out syphilis, an important cause of blindness. The premarital medical examination and the blood test for expectant mothers, which some states have enacted into law, are expected to result in a large decline in blindness, such as followed legislation requiring prophylactic drops in the eyes of infants at birth. During 1937, forty-four sight-saving classes for the education of children with seriously defective sight were established, bringing the present total of such classes to 558 in 182 cities throughout the United States.

That almost two thirds of the more than two million women who give birth to infants in the United States each year are delivered in their homes was emphasized by Dr. Edwin F. Daily of the U.S. Children's Bureau at the recent annual luncheon of the Maternity Center Association, New York. In that city however 85 percent of all live births occur in hospitals. About ten million people in the United States do not have an approved hospital within thirty miles of their homes, Dr. Daily stated, but allowed that hospitals are not essential to the safe delivery of the average maternity patient, given clean surroundings and competent attendants, provided of course that there is a good hospital readily available in case of serious complication.

In carrying out maternal and child health plans approved by the U.S. Children's Bureau over $7 million of federal, state and local funds is being spent in the nation this year. The money pays, in whole or in part, for the salaries and expenses of approximately 2700 public health nurses, 120 full time physicians on state staffs, and the part time services of more than 2500 local practicing physicians. Prenatal clinics conducted by physicians now have been established in 2932 centers.

Straws—Rushing in where at least some angels fear to tread the American Institute of Public Opinion, coincident with the meeting of the American Medical Association in San Francisco, released two polls indicating how the ordinary people of the country and the doctors themselves feel about health insurance. The former poll showed: that about four out of every ten Americans have had to forego needed medical care at one time or another because of its costs; that a majority of the people would be willing to pay some fixed charge, by the month or year, to be assured full medical and hospital care; that about one voter in three figures that $2 per month per person would be "about right" for such charge.

The poll of the profession, which covered representative physicians in all states, showed that seven out of ten doctors favor the principle of health insurance, and that eight out of ten believe that its practice will advance rapidly in the next few years. On the question: "Do you think the standards of medical practice are raised when physicians practice in groups, as in clinics?" the doctors interrogated were about equally divided in opinion. A substantial minority (37 percent) believed that not many people in their communities lacked medical care because of inability to pay doctor's fees.

Representatives of the institute interpret the poll as indicating a real market for voluntary health insurance with the $2 per month per person fee as a practical basis and also as indicating a willingness on the part of the majority of the medical profession to accept a compromise scheme which would embody the idea of budgeting medical care by means of some form of insurance while avoiding the twin bogies of "state medicine" and "regimentation."

News Notes—A study of alcoholism, its causes, costs and consequences, which was launched early in 1937 at Boston, Mass. City Hospital with the aid of $44,000 of WPA money, is being continued with the aid of an additional grant of around $27,000. Dr. Merrill Moore is in charge.

A special trachoma advisory committee has been appointed for the Indian Service by the Secretary of the Interior. Harry S. Gradle, Chicago, is chairman, with a committee including Drs. Lawrence T. Post, St. Louis, William L. Benedict, Rochester, N. Y., Louis S. Greene, Washington, D. C.

More than a third of the members of the Massachusetts State Medical Society have signed a protest against the infringement of medical rights involved in a state supreme court decision which in effect enjoins even physicians in Massachusetts from giving contraceptive advice. The court upheld the conviction for selling or giving away contraceptives of four women attached to an affiliate agency of the American Birth Control League [see *Survey Midmonthly*, November 1937, page 350] although the defendants contended that they had acted with the advice of physicians.

Field Service Grows—The American Social Hygiene Association is increasing its field service, frequently sending help "on the spot" to communities requesting it. A liaison office has been opened in Washington, D. C. (Room 1009, 927 Fifteenth Street, N.W.) with Bascom Johnson, director of the ASHA's legal and protective division, in charge. Its function is cooperation with official and voluntary agencies having headquarters in Washington, and the provision of a field work base for Atlantic Coast states. Trips by staff and special field workers, a public health nurse consultant

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service, an investigation field service studying commercialized prostitution and vice conditions, and a study of sex education in educational institutions are among current field activities. Staff members visited and conferred with social hygiene societies and public health workers in nearly every state in the union in early months of 1938.

Professional

THE awards for "outstandingness," made this year by the Social Work Publicity Council were solely for quality of writing. With some 600 entries sifted by a committee headed by Mollie Sullivan of the National YWCA, final judgment was rendered by Leane Zugsmith, novelist, Genevieve Parkhurst, feature writer and Leon Whipple, *Survey* author and editor and professor of journalism at New York University. Honors went to:

Family Welfare, bulletin of the Boston Family Welfare Society, for two specific issues written by Basil Beyea.

Comments on ". . . one third of a nation . . ." written by Dr. Norman Goldsmith for the *Pittsburgh Medical Journal*

A booklet of case stories, There—but for the Grace of God, written by Alfred G. Stoughton of the New York YMCA.

The Daily Texan vs. Syphilis, a compilation of articles from the *Daily Texan* (University of Texas) "authored" by the editor, Ed Syers, with the advice and collaboration of Dr. George W. Cox, state health officer.

Notes—The New York School of Social Work has just rounded out its fortieth year. Beginning in June 1898 as a summer training course for twenty-nine students, it now attracts some 700 young men and women yearly. Through the years more than 20,000 persons have passed through the school, many of them now in positions of leadership in government, and all areas of social welfare work.

A student applying for admission to the School of Social Work of the University of Buffalo listed as her major interest, "abnormal case work." . . . By means of a grant of $7000 by the Russell Sage Foundation, the Joint Vocational Service is undertaking a year's study of its program of services and its methods of support. . . . The Alfred P. Sloan Foundation of New York has granted $29,000 to the University of Denver for use in training students in a new profession described as "appraiser of efficiency of city and county governments." Graduates of the eighteen-month course will be granted the degree of Master of Science in Government Management.

By a cooperative agreement between Wesleyan University, Middletown, Conn. and the Neuro-Psychiatric Institute of Hartford the university will grant the Master of Arts degree to competent second or third year students in the institute who complete courses and research satisfying the university's regular requirements.

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ACCEPTED AMERICAN MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

HYNSON WESTCOTT & DUNNING, INC.

Baltimore, Md.

Settlement Conference—At its 26th annual conference held in Pittsburgh, June 1 to 5, the National Federation of Settlements, instead of a set of formal resolutions, adopted a statement covering the range of its "concern" today. Reaffirming the organization's faith in American democracy, the statement points to the "substantial contributions" of WPA and urges its continuance with "renewed vigilance to keep politics out of relief and works programs." The conference points to the need for certain "organic changes" in the social security act, and to the hopeful beginnings and the possibilities of the federal housing program. Among other matters included in the statement are: consumers' problems; the need for "simplifying the process of naturalization and reducing its cost"; the neutrality act; Chinese relief; the recent crisis in Czechoslovakia. Helen Hall, director of Henry Street Settlement, New York, was reelected president of the federation.

Coming Events—Announcement comes by way of the American Committee of the International Conference of Social Work that the 1940 meeting will be held in Brussels. The American committee as well as the working scheme of the conference is now in process of reorganization. . . . A National Health Conference under the direction of the President's Interdepartmental Committee to Coordinate Health and Welfare Activities has been called for July 18-20, in Washington, attendance on invitation. Josephine Roche is chairman of the committee which will report three years of preliminary work towards planning for the nation's health. [See *Survey Graphic*, July 1938, page 382.] . . . The Institute of Race Relations, continuing the Swarthmore College institute, will be held at New York University, Washington Square College, July 25-August 12. Information from the institute, 20 South 12 Street, Philadelphia. . . . The Second World Youth Congress will be held at Vassar College, Poughkeepsie, N. Y. . . . The Geneva Institute of International Relations convenes August 14-19 at Geneva, Switzerland. Information from the League of Nations Association, 8 West 40 Street, New York. . . The National Conference of Catholic Charities will meet October 9-12 in Richmond, Va. . . . A National Stewardship Convention has been announced by the National Committee for Religion and Welfare Recovery, 60 East 42 Street, New York, to be held November 1-3. The annual Great Lakes Institute, sponsored by Community Chests and Councils, Inc., will be held at College Camp, Wis., August 1-6; the Blue Ridge Institute at Blue Ridge, N. C., July 25-29.

New Style—Simmons College, Boston, has announced for next September a new pre-professional school believed to be the first of its kind. Dr. Harrison L. Harley, professor of philosophy and psychology, will direct the new division which offers specialized four-year programs to students preparing themselves for graduate study in specified professional fields. Courses will lead to the degree of Bachelor of Science and to later specialization in library science, medical science, social work and store service education.

Joint Effort—Years of discussion and many months of hard work on writing and revision have borne fruit in a stout blue-bound Handbook for Secretaries of State Conferences of Social Work, published by the National Conference of Social Work. While the project represents the active cooperation of some thirty state conference secretaries the grueling job of compiling material and writing

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was done by Howard R. Knight and Jane Chandler of the national body. In fifteen chapters the handbook sets down step by step the routines of getting ready for a conference and conducting it, with clear statements of the duties of committees, section chairmen, program participants and so on. Discussed also are methods of promoting membership and financing, institutes or study courses, regional meetings and, finally, "Odd but Important Jobs of the Secretary."

The handbook should be a boon not only to secretaries of state conferences but to anyone charged with the responsibility of "pulling off" a large meeting in any area of social work.

In Print—A directory of social health and educational agencies in Greater Springfield, Mass., which gains much from the exceptionally neat and pleasant-looking format, has been compiled by the Springfield Council of Social Agencies. It is pocket size and bound by a modern, loose leaf process which adds convenience and flexibility. . . . The Russell Sage Foundation Library, 130 East 22 Street, New York, has issued as bulletin number 147 a bibliography on Social Case Work. (Price 20 cents)

People and Things

NEWLY appointed as director of informational service of the Social Security Board, succeeding Louis Resnick, is Max Stern, newspaper man, political editorial writer for the Washington bureau of the Scripps Howard Newspaper Alliance. His new job, described quite generally as "no bed of roses," includes informing the public on the essential operations of the social security program, and directing some 325 local offices into which flow streams of inquiries. The Baltimore office alone is reputed to receive 10,000 letters of inquiry daily. Much of Mr. Stern's newspaper career has been in California.

MAX STERN

Honorary Degrees—Commencement at the various universities brought the usual shower of honors to persons in social work or closely allied with it. Degrees were for the most part doctorates—of law, humanity, science and so on. Incomplete returns show the following recipients and the institutions conferring the honors:

Mary Van Kleeck of the Russell Sage Foundation, by St. Lawrence University; Frances Stern of Boston Dispensary, by Tufts College; Albert E. Hines, Madison Square Boys Club, New York, by Allegheny College; Dr. James S. Plant of the Essex County, N. J., Juvenile Clinic, by Hamilton College; Norman H. Davis of the American Red Cross, Mary Kingsbury Simkhovitch of Greenwich House, New York, and Dr. Thomas Parran of the U. S. Public Health Service, by New York University. Dr. Parran also received a degree from Columbia University.

Also, Judge Florence Allen of Ohio, by Oberlin College; Katharine F. Lenroot, chief of the U. S. Children's Bureau, by the University of Wisconsin and the University of Maine; the Rev. Vincent J. Ryan, director of Catholic Charities of the Diocese of Fargo, N. D., by the University of North Dakota; Allen H. Eaton of the Russell Sage Foundation, by the University of Oregon; Aubrey C. Williams of the National Youth Administration, by John Marshall College, New Jersey.

Public Service—John G. Winant, first chairman of the Social Security Board, one time governor of New Hampshire, has been unanimously elected director of the International Labor Office, succeeding Harold B. Butler of Great Britain. Mr. Winant has been assistant director since the United States joined the I.L.O. in 1934, though he was on leave of absence from Geneva while serving as head of the Social Security Board. His election, which was without opposition, means that for the first time the I.L.O. will be directed by a citizen of a country which is not a member of the League of Nations. Mr. Winant will take his new post on January 1, when his predecessor becomes head of one of the colleges of Oxford University.

The Indiana State Department of Public Welfare has added to its staff two institutional consultants, one on nutrition, the other on medical administration and psychiatry. Nelle W. Massey, lately an instructor in home economics in the Muncie highschool, has been appointed to the former post; Dr. George C. Stevens, lately of the New Hampshire Industrial School, to the latter. . . . Henrietta Additon, welfare director of the New York World's Fair has been appointed a member of the New York State Commission of Correction. . . . Frederick A. Moran has been appointed to the New York State Parole Board, succeeding Dr. Joseph W. Moore who has retired after eight years as chairman.

Newcomer to the board of control of the New Jersey Department of Institutions and Agencies is Doris Duke Cromwell reputedly "one of the wealthiest young women in the world." According to newspaper comment she will "assist in the supervision of the several penal and correctional institutions of the state as well as the many state hospitals."

Dr. Jessie M. Bierman, who has been director of the child welfare division of the Montana State Board of Health, has been appointed assistant director of the division of maternal and child health, U.S. Children's Bureau. She will assist Dr. Edwin F. Daily, director, in developing the program for maternal and child health services under the social security act now administered by the bureau in every state in the union.

Presidents and Such—Miriam Van Waters, superintendent of the Massachusetts Reformatory for Women, has been elected president of the American League to Abolish Capital Punishment, succeeding the late Clarence Darrow. . . . The recently elected president of the Florida Conference of Social Work is Mae McCormick Pynchon, of Jacksonville. Vice-presidents are Constance Pringle Rudd, St. Petersburg, and Phyllis Hill, Jacksonville. . . . The Alabama Conference of Social Work elected as president for next year Loula Dunn, Montgomery. . . . Frank Preston, Richmond, is president of the Virginia Conference of Social Work for 1939.

The League of Red Cross Societies, at its recent meeting in London, elected Norman H. Davis, head of the American Red Cross, as chairman of its board of governors. . . . Frank J. Bruno, of Washington University is the new president of the Missouri Association for Social Welfare.

The National Conference of Jewish Social Welfare Agencies, at its recent meeting, chose as president, Joseph J. Schwartz, director of the Brooklyn Federation of Jewish Charities; as vice-presidents, Israel S. Chipkin of New York and Isidore Soboloff of Detroit. . . . New president of the American Association of Social Workers is Harry Greenstein of Baltimore, equally well known in public and private social work circles. . . . The American Association for Adult Education has chosen as its chairman, Alvin Johnson of Yale University and the New School for Social Research. John H. Finley is the honorary president; James E. Russell, honorary chairman.

Educators—Jacob Viner of the University of Chicago has resigned from the U.S. Treasury Department, the most recent of the government posts he has held of late years. . . . Hornell Hart has resigned as professor of social ethics at the Hartford Theological Seminary to accept the chair of sociology at Duke University. . . . John S. Gambs, professor of sociology at New College, Columbia University, and contributor to *Survey Midmonthly* and *Survey Graphic*, now is established in Geneva, Switzerland as assistant U.S. labor commissioner.

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Readers of *Survey Midmonthly* and *Survey Graphic,* to both of which he is a valued contributor, will be interested in word of the promotion of Henry Pratt Fairchild to the post of chairman of the department of sociology of the Graduate School of Arts and Sciences of New York University. Professor Fairchild joined the university faculty in 1919; since 1926 he has been professor of sociology with a wide range of activity in that and the economic field.

Special lecturers at the current summer session of the School of Social Service Administration of the University of Chicago include Winthrop D. Lane of the New Jersey Juvenile Delinquency Commission, Ruth Gartland and Florence R. Day of the School of Applied Sciences, Western Reserve University, and Elise de la Fontaine of the New York COS.

James H. S. Bossard of the department of sociology, University of Pennsylvania, has been appointed director of the William T. Carter Foundation of Child Welfare at the university, succeeding Karl de Schweinitz, now director of the Pennsylvania School of Social Work. . . . Margaret F. Byington has resigned from her long association with the New York School of Social Work, with no more serious purpose in view than enjoying herself.

Here and There—The beautiful new home of the Boston Family Welfare Society, has been named Moors House in honor of John F. Moors, president of the society for twenty-four years, and an active volunteer since 1887.

New York social workers are welcoming to their ranks Arch Mandel, long director of the Dayton Community Fund and active in Community Chests and Councils, Inc., the National Conference of Social Work and other national agencies. He goes to New York as assistant executive director of the Greater New York Fund. . . . In the set-up of working staff for the Greater New York Fund the secretaryship of the all-important "central admission and distribution committee" has been entrusted to Neva R. Deardorff, drafted from the research bureau of the Welfare Council. Succeeding her at the council is Helen R. Jeter who leaves behind the post of director of the division of public assistance research, Social Security Board.

The recently reorganized Los Angeles Federation of Churches has a new general secretary in the Rev. E. C. Farnham, called from a similar post in Portland, Ore. . . . The Toledo, Ohio, Council of Churches has appointed Talma B. Stanley, lately a case worker with the Chicago Relief Administration, as its representative in the juvenile and domestic relations court.

The Baltimore Chapter of the American Red Cross has a new staff member in Lucile Proskey, formerly with the city's Department of Public Welfare. Her major duty is to interpret the home service program to other agencies. . . . Ralph W. Halsey, of a family long identified with social work in New Jersey, and a business man of parts, has become managing director of the Welfare Federation of the Oranges and Maplewood.

Chicago has reclaimed Ruth Lauder, who after being with the Washington Council of Social Agencies has returned to the home town as publicity secretary of the United Charities. . . . Another "reclamation" is that of Clark L. Mock, formerly associated with the Cleveland Welfare Federation, who has returned to the fold as research secretary, a newly created position. Since 1933 he has been with the Cuyahoga County relief administration and the Cleveland emergency division of charities and relief.

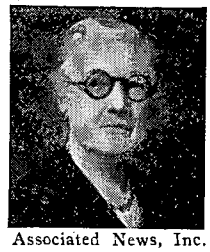
Kenneth Messenger, recently superintendent of the Kentucky Children's Home Society at Lyndon now has been appointed superintendent of Hillside Home for Children, Rochester, N. Y. Mr. Messenger formerly was deputy commissioner of public welfare of Connecticut. . . . Henry G. Murphy from the Connecticut Children's Aid Society has been appointed superintendent of the Colored Orphan Asylum, New York City.

Nurses—The new assistant director of headquarters at the American Nurses Association is Mary Margaret Muckley, for thirteen years executive secretary of the Minnesota State Nurses Association. She will give particular attention to placement and vocational counseling service. . . . Ernestine H. Bong, once assistant director of nursing education at the University of Colorado Hospital, Denver, has joined the field staff of the *American Journal of Nursing*. . . . Edith Carter, one of the first ten nurses to be employed by Lillian D. Wald for the Henry Street Visiting Nurse Service, is retiring after thirty-three years of service. Miss Carter was the second Negro nurse on the staff and during her entire service worked in the same area in New York.

Fellowships—Competition will close December 1, 1938 for next year's John Anisfield Award of $1000 for the most significant book published in the field of race relations and a $500 grant-in-aid from the same source to encourage study and writing on race relations. The book selection will be made by Henry Pratt Fairchild, Henry Seidel Canby and Donald Young. The grant-in-aid, available either for an academic project or for one growing out of practical experience, is intended for completion rather than initiation of a project. Full information from Mr. Young, Social Science Research Council, 230 Park Avenue, New York.

Linn Brandenburg, staff member of the Chicago Council of Social Agencies, has received the Harriet Wells Fellowship of the English-Speaking Union which provides for a month in England as guest of the union, with every facility "to see English life not as a tourist but under exceptional and pleasant conditions." . . . Elizabeth Watson Deuel of Pueblo, Colo. has been awarded the annual public service fellowship administered by Barnard College, New York, for the former Women's Organization for National Prohibition Reform. Miss Deuel, an assistant in the school for social work of the University of Utah, probably will use her fellowship for study at the New York School of Social Work.

Retired—When H. Ida Curry retired last month as superintendent of county children's agencies of the New York State Charities Aid Association it was not to the traditional rocking chair but—she says it herself—to a horse, horseback riding being her idea of fun. Miss Curry, a pioneer in child welfare work in villages and rural areas, has given thirty-one years to that service. She was an organizer and the first president of the Child Welfare League of America, an important figure in the White House Conference on Child Health and Protection in 1930, and frequently has worked with the U. S. Children's Bureau on special studies and surveys. "She has remade the map of New York State so far as child welfare work is concerned," said Homer Folks, SCAA director, at the farewell dinner given in her honor. After a long holiday in the West—complete with horse—Miss Curry will make her home in Washington, D. C.



Associated News, Inc.

H. IDA CURRY

Joseph Lee Day—A special committee is arranging for a nation-wide celebration of July 28 to commemorate the life and work of the late Joseph Lee and "to interpret the importance of community recreation." President Roosevelt has given the idea his hearty approval. The National Recreation Association, 315 Fourth Avenue, New York, has available on request a booklet of suggested activities for the day.

The Survey Regrets—That, in putting the book lists in the May Anniversary Number in uniform style, it dropped out the name of its good friend Stanley Mathewson, as co-author with W. D. Scott and R. C. Clothier of Personnel Management: Principles, Practices and Point of View (McGraw-Hill) one of the six significant books in vocational guidance listed by Mary H. S. Hayes, National Youth Administration.

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Readers Write: *About the Anniversary Number*

Scattered Flowers

• From a casual reading of the special number of the May *Midmonthly* it appears to me that it has been very well put together and should make an excellent impression.—EDWARD L. RYERSON, JR., *Chicago.*

• I looked through the May *Midmonthly* this morning and sent up three cheers for you. I think you have a grand discussion of the whole problem. If this does what I think it will, the ensuing fermentation will be good for everybody.—CHARLES P. TAFT, *Cincinnati.*

• That word, documentary, which used to be considered so dull, is now very popular, so, heavy as it sounds, I think the May *Mid* is a valuable document and a very lively one too. It seems to me much more than an issue of a magazine.—MARY SWAIN ROUTZAHN, *Russell Sage Foundation, New York.*

• The dominant impression left on my feelings when you produce a number like the *Survey Midmonthly* for May is one of admiration for the intellectual resourcefulness and the extraordinary devotion of the editor and his associates in managing to produce such a persistently high order of illumination with such meager material means.—FELIX FRANKFURTER, *Law School, Harvard University.*

• I have received a considerable number of comments about the May issue and they are all complimentary. At the Minnesota Conference of Social Work the general observations of those who commented on it have placed this particular issue at the head of the list in *Survey* history. This takes in a lot of territory and is undoubtedly an exaggeration, but nevertheless it speaks brilliantly for your planning and for the excellent distribution of emphasis in the articles.—WILLIAM HABER, *University of Michigan.*

• Many thanks for the Silver Anniversary issue "Social Work on the Firing Line." I liked especially Paul Kellogg's words: "Our language does not fit.Words like 'client' don't fit. We are not christened, merely described." Not even described, I think. We still try to describe and prescribe without a philosophy, ignoring the fact that we are condemned to superficiality so long as we have no philosophy. Perhaps in our next twenty-five years we shall be less concerned to cover all the needs and more concerned to know what we are after and whether it is worthwhile. Then America might grow up.—RICHARD C. CABOT, M.D., *Cambridge, Mass.*

• The issue is an excellent piece of work.—J. E. SPROUL, *National Council of the Young Men's Christian Associations, New York.*

• I read the Anniversary number from start to finish, with growing pride in it. The Social Front of twenty-five years was fascinating. Altogether a swell job.—HELEN CODY BAKER, *Council of Social Agencies, Chicago.*

• At our weekly supervisors' meeting we read Miss Bailey Says . . . from the May *Midmonthly* with frequent interruptions of exclamatory recognition of real circumstances.—MARTHA PARRISH, *Director, District Welfare Board, Leesburg, Fla.*

• Hearty congratulations. This is a magnificent historical resume, and a splendid morale stiffener. In religion, social work and education—as in politics and economics—we face rough seas ahead. Such a number gives us courage.—ROSS W. SANDERSON, *Council of Churches, Buffalo, N. Y.*

• There is so much of permanent value in the issue that I hope Survey Associates will find some way to reproduce it in more lasting form. Your writers have succeeded in appraising the current situation in social work in a striking fashion. It is not often that a journal gives its readers such a sweeping view of the country through which they are passing.—RUSSELL H. KURTZ, *Russell Sage Foundation, New York.*

• I read Mr. Kellogg's article in the May *Midmonthly* in which he pays tribute to my old teacher Dr. Simon N. Patten. To my way of thinking Patten's great service as a pioneer in the new economic thinking has never been fully appreciated. As Mr. Kellogg puts it he showed the "shift from a deficit economy to one of potential surplus." Congratulations on your anniversary of a great undertaking.—HENRY FLURY, *Washington, D. C.*

• Congratulations on the anniversary issue of *Survey Midmonthly.* A quarter of a century has served to make it the foremost magazine of social interpretation of the changing American scene from the social work point of view. In a similar way it has served the professional worker. It is our hope and expectation that they [Survey Associates] will continue their growth and increase their influence in these times which so clearly call for their efforts.—ERLE F. YOUNG, PAULINE V. YOUNG, *editors, Social Work Technique, Los Angeles, Calif.*

• The May *Midmonthly* article by Gertrude Sturges on medical care is fine.—MICHAEL M. DAVIS, *Committee for Research in Medical Economics, New York.*

Illinois Bouquet

TO THE EDITOR: The accompanying material may give you an idea of our attitude toward *Survey Midmonthly* as a whole and toward its anniversary issue. We find we think of *Survey Midmonthly* as one forum, open to all views, in which old and new can meet.

CARL H. MARTINI
Assistant to Executive Secretary
Illinois Emergency Relief Commission

Limitations of space preclude publishing in full here the "accompanying material" which are "the wholly frank and unreserved" comments of various members of the IERC staff on *Survey Midmonthly* in general and content of the May special issue in particular. Commentators included field representatives in different parts of the state, and members of the staff of the information service and of the division of certification and service. A few quotations from their comments will indicate their quality:

• For twenty-five years *Survey Graphic* and *Survey Midmonthly,* with their imaginative presentation, vivid style, and attention to new and current, as well as traditional, ideologies have served to pool and make articulate day by day experiences and happenings on the many fronts of social work. Particularly sensitive to new winds of change blowing in from beyond the traditional and accepted horizons, this alive, responsive leadership is effectively demonstrated by the May 1938 issue of the *Midmonthly.*

• The sweeping achievements of the past twenty-five years have their place in such an anniversary issue. In itself Paul Kellogg's review of things past makes the issue one to be preserved for reference—and a reminder of the rocky roads behind and the powerful wills that overcame them. But what about the salients not won at all, or only half won, or about to be lost because of the strength of the enemy or, perchance, because as yet undreamed of tactics and techniques have not been developed and will not be developed until social work faces its future with a new flexibility and a new imagination? Perhaps Mr. Kellogg will keynote on this subject at some future date, going onward from the historical summary which he lays as background in his twenty-fifth anniversary issue. Let it be heretical if need be. It can be no

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stronger than many of the old winds that have blown along the roads behind. This is not the time for entrenchment of vested interests and viewpoints. Rather, the real firing line lies ahead in a social work philosophy and technique suitable for the morrow.

• William Haber's is the most timely and pertinent article in the issue. In its entirety it might well be set into a field manual for public assistance workers. Social workers should be directed in giving thoughtful consideration to the function of the politician in the very democratic process of effecting compromise wherever there is a clamor for improvement in our social institutions.

• The battle appears to be not so much between social work and a group antagonistic to it as it is a war between our traditional belief that success is the almost automatic reward of an individual's thrift, hard work, resourcefulness and ambition, and the disagreeable facts of the present situation. It is helpful to find that Mr. Ernst feels that there has been a change in the popular attitude, that "the inability of man to sustain himself and his family is no longer connected in some vague way with the fall from grace. The care of the poor no longer is a sort of home missionary enterprise to save as well as to succor."

• It is interesting to find running through the entire issue a desire to view the present situation, including the status of social work, frankly and courageously. There is a willingness to recognize mistakes and to begin over again, if necessary, with such techniques and philosophies as have stood the test of mass attack. This desire for self-analysis indicates a growing maturity in the profession.

• Mr. Hollander is one of the few persons in the past four or five years to state specifically what our next move must be. His remarks are clear, definite and logical in that they consider the situation from the public point of view. The plan he presents is not new but he has encouraged a facing of activities heretofore greatly neglected—that of including the public as a full participant having a place in the plan's direction.

Finally, Mr. Martini, summing up, says: "Especially was there widespread appreciation, on the part of these commentators, of the anniversary issue's general emphasis upon the need of interpretation to the public, of the attempt made to define more clearly and realistically the role of social work in the public welfare field, and of the admission that emphasis in the future very probably will have to be shifted, to include mass as well as individual techniques in treating those in need."

THE PAMPHLET SHELF

Public Service

GOVERNMENT IN SMALL COUNCIL-MANAGER CITIES. Price $1 from the International City Managers' Association, 1313 East 60 Street, Chicago.

Results of an inquiry by the association on certain basic data on administrative and financial situations in cities of less than five thousand population.

REPORT SERIES, SECOND ANNUAL ROUND TABLE CONFERENCE, American Public Welfare Association. Price 20 cents for each of ten pamphlets or $1.50 for the series, from the APWA, 1313 East 60 Street, Chicago.

Sections reporting include state public welfare administrators, local public welfare administrators, state and local public welfare board members. Panel discussions cover administration of public assistance, financing public welfare, public medical care. Round table discussion subjects are in-service training, personnel procedures, relationship between assistance and social insurance, interstate problems.

Children

CHILD NUTRITION IN CAMP AND INSTITUTION, by Victoria Kloss Ball. 300 pp. Price $1.50 postpaid from the Welfare Federation, 1001 Huron Road, Cleveland.

A manual prepared as the result of the federation's experience in advising children's camps and institutions.

SPECIAL SERVICES UNDER JEWISH AUSPICES IN CHILD GUIDANCE, PROTECTIVE AND ALLIED FIELDS. From the Council of Jewish Federations and Welfare Funds, 165 West 46 Street, New York.

Report of a special study of activities and volume of service in these fields during 1937.

THE HOME SITUATION AS A DIRECT CAUSE OF BOY TRANSIENCY, by George E. Outland. Reprinted from *The Journal of Juvenile Research*. From the author, Santa Barbara, Calif.

A study of a year's case records of boys who were cared for by the Boys' Welfare Department, Federal Transient Service of Southern California, 1934-5.

Various and Sundry

AMERICAN FOUNDATIONS FOR SOCIAL WELFARE, compiled by Bertha F. Hulseman, Russell Sage Foundation Library. Price 50 cents from the foundation, 130 East 22 Street, New York.

A new edition of an important directory which includes careful and complete factual material on the plan and purpose of the foundations listed.

A SURVEY OF METHODS OF CARE, TREATMENT AND TRAINING OF THE FEEBLEMINDED, MADE AT LETCHWORTH VILLAGE, together with a program for the future. Printed at Letchworth Village, Thiells, N. Y.

A comprehensive survey of every aspect of the institution by a committee of experts, Dr. C.-E. A. Winslow, chairman.

MY COMMUNITY, MY CHURCH AND ME! by Wilbur C. Hallenbeck. Friendship Press, New York. Price 35 cents direct from the press.

The church and its influence on its community. A guide for an appraisal of opportunities and a program of action.

Against Crime

HANDBOOKS OF AMERICAN PRISONS AND REFORMATORIES. Series of five, divided regionally. Price 75 cents each. The Osborne Association, 114 East 30 Street, New York.

The current edition of the association's surveys of institutions is published in a series of paper-bound volumes, covering the country by U.S. census regions.

FEDERAL PROBATION QUARTERLY, Juvenile Number, April 1938. Editor, Eugene Zemans. From the U.S. Probation System, Washington, D.C.

An issue devoted to child welfare and juvenile delinquency in their relation to the federal system of justice.

TREATMENT OF THE MISDEMEANANT IN INDIANA, 1816-1936, by Helen Wilson. University of Chicago Press. 114 pp. Price 75 cents direct from the press.

Tracing the history of jails and their problems in Indiana, from early territorial days to the present.

Case Work

CASE WORK WITH THE AGED. Reprinted from *The Family*. Price 15 cents from the Family Welfare Association of America, 130 East 22 Street, New York.

A symposium of articles by Gordon Hamilton, Ruth Hill and Francis H. McLean.

THE ATTITUDES AND ADJUSTMENTS OF RECIPIENTS OF OLD AGE ASSISTANCE IN UPSTATE AND METROPOLITAN NEW YORK, by Christine M. Morgan. Price $1.50 from The 1880 Fund for Old Age Welfare, Vassar College, Poughkeepsie, N. Y.

The full text of a study reported in brief in *Survey Midmonthly*, December 1935, page 360.

CASE WORK FUNCTIONS AND JUDICIAL FUNCTIONS, THEIR COORDINATION, by Thomas D. Eliot. Reprint from National Probation Yearbook, *Coping With Crime*. Price 15 cents from the association, 50 West 50 Street, New York.

A lively and clarifying discussion of what is and what is not the function of the juvenile court.

Education

THE CONTRIBUTION OF PROGRESSIVE EDUCATION. Proceedings of the Third Conference on Education and the Exceptional Child. From Child Research Clinic, The Woods Schools, Langhorne, Pa.

AVONCROFT COLLEGE FOR RURAL WORKERS

THE RESIDENTIAL COLLEGE

Reprints of articles by James Dudley in Bulletin VIII (second series), World Association for Adult Education. From the British Library of Information, 270 Madison Avenue, New York.

Describing the "working people's residential colleges" of England.

SOME EXPERIENCES IN THE EDUCATION OF ADMINISTRATORS, by Michael M. Davis. Reprint from *Hospitals*, January 1938.

A discussion of hospital administration as a career, and the special education and training involved.

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Book Reviews

The "Talented Tenth"

THE NEGRO COLLEGE GRADUATE, by Charles S. Johnson. University of North Carolina Press. 399 pp. Price $3 postpaid of *Survey Midmonthly*.

THIS exhaustive analysis is the first thorough study of the Negro college graduate since the work of W. E. B. Du Bois in the Atlanta Studies series three decades ago. The family background, professional and geographic distribution, economic status and general achievements of nearly 26,000 Negro college graduates have been compiled and analyzed. With the competent statistical treatment that is characteristic of Mr. Johnson's studies, we can be assured, then, of a very reliable index of trends with regard to this important upper segment of Negro life and its relation to the life of the masses.

Only a few of the most important trends can be mentioned here. The most significant, it seems to me, are these: that limited vocational opportunities are responsible for a serious displacement of trained Negro leadership from the areas of dense southern population which most need such services (only 20 percent of these college graduates have settled down permanently in their home towns and relatively few others in the lower South); that even with this diversion of leadership to more favorable areas, 55 percent of the whole body of male Negro college graduates are still living on incomes at or below the "minimum comfort or decency level," which means that the leadership service of the Negro educated classes is perforce missionary service, irrespective of intention, and that in spite of such poor returns on the capital investment of energy, time and money, the Negro educated classes are showing rapid increase both from the group whose parents are college graduates and from the group whose parents have lacked such opportunities.

FACTORS OF PRESTIGE, AMBITION AND OF group service undoubtedly operate to sustain this cultural advance; but obviously it cannot continue indefinitely without proper and proportionate economic support and returns. In addition to the present alarming problem of the geographic maldistribution of trained Negro leadership there looms, then, the danger of decreasing economic returns unless the occupational range for trained Negro men and women is markedly and rapidly extended. Social work seems to have been the sole new avenue of any considerable significance, and the technical professions and business which would normally be expected to offer expansion still lag seriously, even though they do show some recent improvement.

Obviously Negro advance is threatened by an economic backwash from the barrier of prejudice and the low income level of the masses. The 1930 ratio of one physician to every 728 persons in the white population and only one Negro physician to every 3125 Negroes; one white teacher for each 110 white persons, but one Negro teacher for each 218 of the Negro population, tell the story graphically and in terms of a general social indictment. Against the advance of the so-called "talented tenth" such general odds prevail, therefore, that any considerable improvement in the future must come from a wholesale lifting of the economic level of the whole racial group. Mr. Johnson's book draws significant lessons for the careful reader who has the patience to read an objective, detailed and sound study, especially if he can separate sociological wheat from statistical chaff.

ALAIN LOCKE

Howard University, Washington, D.C.

On Industrial Morals

RIGHT AND WRONG IN LABOR RELATIONS, by William M. Leiserson. University of California Press. 86 pp. Price $1 postpaid of *Survey Midmonthly*.

AFTER more than twenty years of arbitrating and mediating labor disputes William M. Leiserson, now a member of the National Mediation Board, has come to certain conclusions regarding the questions of conscience and morality involved in industrial conflict. These conclusions are briefly formulated in this little book, Right and Wrong in Labor Relations.

Mr. Leiserson is convinced that no single labor problem can be solved by formulae. To him, capital and labor are not entities but personalities bound together in a close relationship. Rather than a solution for an abstract labor problem there must be found methods of adjusting the innumerable differences arising from the human relationship of managers and workers.

He is also convinced that the attempt to solve problems of industrial strife by appeals to conscience and the old moralities is futile. "As in the case of international wars," the author observes, "strikes and lockouts (labor wars) are carried on in defense of things that the combatants hold dear and for which they are willing to make great sacrifices." He argues that the mainspring of improved labor relations is not individual regeneration but public enlightenment.

In these days when warring factions in labor disputes impute inferior ethics and conscience to their opponents, Mr. Leiserson's book should be particularly illuminating. He indicates clearly that the charges and countercharges hurled by each side usually are irrelevant to the real issues. These issues cannot be resolved by moral principles, but he holds that there are methods and policies in labor relations known to laymen as well as to experts which could establish and maintain industrial peace.

Originally a lecture given at the University of California as one of a series on the morals of trade, Mr. Leiserson's discussion is a first-rate chapter on applied philosophy, with many suggestions which may be developed by independent thinking.

FRANK M. KLEILER

Washington, D. C.

Favorites of the Calendar

SEASONS OF BIRTH, by Ellsworth Huntington. Wiley. 473 pp. Price $3.50 postpaid of *Survey Midmonthly*.

NO obstetrical calendar, this, nor yet a plan for baby-spacing to guide that minority of newly-weds who may retain some part of the racial urge that dominated the begetting of *homo sapiens* of the ice age.

The thesis of two optima based on temperatures, for man's physical and mental excellences, seems a bit too simple to be convincing, and it will take a lot of persuading to satisfy those conceived and born in the less favorable seasons that they are really less eminent than the February and March babies. Nevertheless we have a statistician to deal with who is no novice in the broad fields of human biology nor one to whom the relationship of man to the earth's aerial envelope is unfamiliar.

Many nations and races are analysed to disclose those factors of sex, season and climate, of survival and heritance, upon which much of what we view as an accident of individual human experience has seemed to depend.

That leadership in the popular sense, genius, insanity and crime are season-linked to date of birth is hard to believe; yet here are reasonable arguments and much erudition to persuade us by the familiar necromancy of figures. A sort of glorified fortune telling might be predicated upon the revelations of factors, age-old and deeply scoring the manner of human breeding, which may even guide the eugenically inclined to some refinement of inheritance. Nurture will still correct many of the minor handicaps of Nature. Sanitation and preventive medicine have apparently abolished the hazard of the first summer's heat which seems to have dominated the survival curve of our prehistoric ancestors, but there are evidently patterns so deeply drawn as to outlast even the most striking contemporary reductions in infant mortality.

There is balanced judgment to correct

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the thoughtless reader's too hasty conclusions, and one should ponder well the sense of the chapter on Seasons and Human Progress before accepting or condemning the author's quite objective philosophy. The range of those who will be tempted to dip, then to plunge, and finally to swim broadly in the deep waters of this book will surely include most of those who are intellectually as well as practically concerned with exact data on human survival and superiority.

New York HAVEN EMERSON, M.D.

Keystone of Planning

PERSONNEL POLICIES IN PUBLIC HEALTH NURSING, by Marian G. Randall. Macmillan. 170 pp. Price $2 postpaid of *Survey Midmonthly*.

ANYONE concerned with selecting or directing personnel will find useful information and stimulating suggestion in this volume, prepared by Miss Randall for the National Organization for Public Health Nursing as a "report of current practice in a sample of official health agencies in the United States." The study was well planned, the findings are treated sympathetically and the recommendations presented with an eye to future needs and development as well as to the present situation.

The first two chapters present briefly the method, purpose and scope of the study, a general summary and recommendations, which at the outset place the total picture before the reader. The selection of personnel, when based both on present needs and on future plans, is shown convincingly to be the keystone of personnel and program planning. Policies relative to personnel administration are discussed. Relevant chapters review the history of public health nursing in official agencies, civil service in the United States, legislation and public health nursing under civil service. These provide a setting to which the data of the study can be related and indicate the quality of the book. At no point has a body of facts been treated in an isolated fashion but always with understanding of its relation to the total picture.

The book is clear and interesting and has a dynamic quality. The NOPHN and Miss Randall have done a service to a wider field than the official public health agency, important as that is.

LILLIAN A. QUINN

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is amply compensated by the use of nearly 200 of the 418 pages for graphic presentation of a wide range of data of profound social significance to Minneapolis and St. Paul. Especially interesting are the seventy-eight maps showing the spatial distribution of physical and demographic characteristics of these two interesting communities. Most of the maps are drawn not according to wards but with a much smaller enumeration district as a unit, which makes them especially illuminating.

The book contains a detailed analysis of housing, which appears to be one of the important connecting links between the social and economic evolution of a community. Interesting devices developed in this analysis are a combined index of housing comprising ten measures of bad housing, and partial and multiple correlations between some of these measures and two selected indices of socio-economic conditions—mean rental and overcrowding.

The more recent history of marriage and divorce, crime, juvenile delinquency, prostitution, venereal disease and suicide, is analyzed, and some of the connections pointed out between these phenomena and the basic economic, physical and demographic trends to which the major part of the book is devoted.

Because of the great variety of charting devices employed and the wide range of data utilized, Professor Schmid's book should prove a valuable source of suggestion to any executive responsible for planning either business or social activities in terms of the evolutionary trends of his community, even though the specific facts here presented are applicable almost exclusively to the Twin Cities.

LEROY A. RAMSDELL

Council of Social Agencies,
Hartford, Conn.

The Daily Grind

HUMAN NATURE AT WORK, by Jean L. Shepard. Harper. 218 pp. Price $2.50 postpaid of *Survey Midmonthly.*

THE chief value of this small, very readable volume lies in its practical exposition of actual situations such as are met daily in a personnel job. The author, having served in the capacity of personnel director in two large department stores in New York City, has acquired much firsthand knowledge of the methods and principles that are desirable in the selection, training and development of employes. This knowledge she shares with her readers.

We come to know John Gordon, handicapped by a mother-fixation, whose vicissitudes of employment read like a tale of fiction. And we are intrigued by the analyses of the work experiences of Mary, Alice, David, Mr. Prior and the rest, for connected with each case are salient points that strikingly illustrate ways and means which are shown to have been effective measures for improving industrial relationships.

The author stresses the fact that the approach to personnel problems should not be sentimental and that it is important for an executive to look objectively at himself as well as at his subordinates. The emotional disturbance of an employe frequently may be traced to the temperamental behavior of a poorly organized executive, so the need for greater care in the selection of persons who are to serve in a supervisory capacity is especially emphasized.

All the case studies and comments foster the author's general conclusion that it is not callous to discuss human problems in wholly practical terms. The final paragraph points the general theme of the advantage to the employer in helping his employes develop their abilities to the utmost. Thus both he and they benefit. The book should be read by all those who wish to gain a deeper understanding of the interrelationships of human beings at work.

EMILY BURR

Vocational Adjustment Bureau
New York

Swallowed Whole

MEDICAL MAGIC, by David Dietz. Dodd, Mead. 380 pp. Price $3.50 postpaid of *Survey Midmonthly.*

ALTHOUGH Mr. Dietz has consorted with scientists he remains a journalist. Magic is to him an asset and not a liability. Chapter titles such as Glands of Mystery and The Magic in Liver will appeal to the general public whatever they do to the few doctors who may pick up his book.

The author's excuse, if he needs one, will be that his unsuspecting public is swallowing inside the sugar coating a sound core of knowledge. Most of his facts are accurate. One may question however what happens to the pellets after they are swallowed. Are the facts digested and absorbed and reconstructed into something useful? Or will the organs of forgetfulness excrete them more or less unchanged?

Albany, N. Y. J. ROSSLYN EARP

Function and Process

THE JOURNAL OF SOCIAL WORK PROCESS, VOLUME I, NUMBER I, NOVEMBER, 1937. THE RELATION OF FUNCTION TO PROCESS IN SOCIAL CASE WORK. Pennsylvania School of Social Work. 150 pp. Price $2 postpaid of *Survey Midmonthly.*

IN its first issue *The Journal of Social Work Process* offers nine articles on the relation of function to process in social case work. *The Journal* is to be published occasionally by the Pennsylvania School of Social Work as a vehicle for the presentation of the thinking of faculty or students, with each issue focused upon some fundamental problem or process in social work.

The current *Journal,* under the editorship of Jessie Taft, seeks to define the function of various fields of private case work and to examine within that defined area what takes place "between the two participants in the activity of asking and offering help." Following the Rankian psychology, the emphasis is upon the dynamic quality of the immediate relationship; the client brings his peculiar needs up against the relatively stable function of the particular agency. Over a period of time he comes to terms with the limitations of function and learns what he wants to use in the agency situation. The case worker, moving also within the boundaries of agency function, examines the ways in which professional skill may help the client to use the agency according to his personal need and capacity.

In these articles, function and process are examined as they relate to each other in specific private agency situations—the application interview of a family agency, child placement, the temporary home as an integral part of adoption procedure, work with adolescents, probationary authority vested in a private agency, and medical social work. The authors, all presenting their material from the same point of view, frequently repeat explanations of the Rankian approach to case work. Where the focus is upon the analysis of function as it may be used in process, they have clarified a subject of particular concern to case workers today.

Washington University LEAH FEDER
St. Louis, Mo.

Stimulus to Study

MANUAL FOR SOUTHERN REGIONS (To accompany SOUTHERN REGIONS OF THE UNITED STATES by HOWARD W. ODUM), by Lee M. Brooks, in collaboration with Wayland J. Hayes, Harry E. Moore, and Jennings J. Rhyne, University of North Carolina Press. 194 pp. Price $1 postpaid of *Survey Midmonthly.*

THE authors have united in preparing this manual as an aid to the study of Dr. Odum's Southern Regions, reviewed in *Survey Graphic* in September 1936. It is characteristic of the regional idea and study program that even this present publication illustrates the cooperation of institutions and individuals. The collaborators are members of the staffs of the Universities of North Carolina and Oklahoma and of Vanderbilt University, at each of which important contributions to the study of regional culture and of the regional idea are being made.

The manual is divided into "units" that follow the major divisions of Southern Regions. Each unit includes a brief textual introduction to the materials presented in Southern Regions, then an apparatus of suggested aims for the study of the given assignment, reading assignments, definitions, questions on facts and questions on policy and program. Some pages are then left blank for suggestions and notes. Such a device is necessarily a little dull and complicated on first reading, but the real test comes with use by teacher and student, and it will doubtless

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be modified in the light of experience and suggestions. The authors have wisely kept the reading suggestions few in number and strictly relevant and complementary, a plan which really encourages the student to read, where an elaborate exhibition of bibliographic lore usually repels.

The scheme seems to be a useful one for stimulating more productive study of a book that deserves attention, not only in southern regions but in other parts of the United States, as a pioneer educational venture. JOHN M. GAUS
Study of Department of Agriculture, Washington, D. C.

Cooperation in Government

STATE AND FEDERAL GRANTS-IN-AID, by Henry J. Bittermann. Mentzer, Bush and Co. 550 pp. Price $4 postpaid of *Survey Midmonthly*.

COOPERATION is coming into its own as a governmental mechanism, whether between the federal and state governments or between the states and their own local units. Cooperation in its various forms is also beginning to receive the written notice which is its due as an arrangement to avoid the pitfalls of centralization of administration on the one hand and of isolated and independent action on the other.

Several recent books have turned their attention to grants-in-aid as the most important and influential of all the cooperative arrangements. But Professor Bittermann is the first to be concerned with the financial and administrative interrelationships between the states and their local subdivisions, and at the same time between the federal government and the states as developed under grants-in-aid. He sets himslf no small task, for in both types of grants-in-aid there are myriad threads which criss-cross in endless directions in a ceaselessly growing pattern.

Professor Bittermann recognizes the administrative significance of grants-in-aid but his major emphasis is on the financial interrelationships which they involve. He shows the relation of the grant-in-aid to financial structure, investigates the ways in which the grant-in-aid has been used to direct the policy and administration of the units of government which receive funds, and analyzes the ways by which they have been given. He emphasizes the little known fact that the federal grants-in-aid have played a less important role in public finance than the state grants, for the federal government is not technically responsible for state revenues, while the states are responsible for many of the sins of omission and commission of their local subdivisions.

The valuable volume is marred by numerous slips in proofreading and occasional infelicities of phrasing such as references to "superior" and "inferior" units

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of government. In a field where there is so much misunderstanding and prejudice as where the rights and obligations of different units of government are concerned, it is important to differentiate between the units but to refrain from any implication of value judgments as to the superiority of one government over the other.

Barnard College JANE PERRY CLARK

Hygienic Play

THE WISE CHOICE OF TOYS, by Ethel Kawin. University of Chicago Press. 154 pp. Price $1.50 postpaid of *Survey Midmonthly*.

FEW parents have cleaned up a post-Christmas debris of wrappings and string without wondering why Peter pushed aside the handsome wind-up car sent by Aunt Nellie in favor of a set of unpainted hollow blocks. But it is remarkable how seldom these thousands of parents pursue their wondering to the obvious conclusion. Toys which offer varied and creative possibilities are more attractive as well as more educational than those which require nothing of the child but a twist of the wrist.

Even in these days when education has become a headline topic and most parents and teachers have a speaking acquaintance with psychology, a toy is regarded in many homes as something with which to amuse the child. However, increasing numbers of parents are coming to understand the importance of toys in the development of personality and strength, due in part to the first edition of Ethel Kawin's, The Wise Choice of Toys, published three years ago.

In this enlarged second edition, Miss Kawin has added two valuable chapters. One deals with the different age levels and the classification and functions of certain toys by age groups; the other with toys for children with special handicaps—heart disease, defective hearing, defective vision, spastic paralysis, behavior and personality problems.

The book is convincing to educators and psychiatrists because of its sound foundation in psychological research. But it is not a textbook or a thesis based on the analysis of the reactions of little human guinea pigs. Amusing and reassuring to parents, it is practical in its suggestions and entertaining in its anecdotes and illustrations. Not merely advice on the selection of toys, it is a practical handbook on child training and development, a palatable volume of "required reading" for all parents.

MARGUERITE HURREY

Harriet Johnson Nursery School
New York

Run of the Shelves

OPIUM, ADDICTS AND ADDICTION, by John A. Hawkins, M.D. Bruce Humphries, Inc., Boston. 156 pp. Price $2.50 postpaid of *Survey Midmonthly*.

A STUDY of drug addiction, its causes, treatment and cure, by one who has been both doctor and patient.

SOCIAL WELFARE LAWS OF THE FORTY-EIGHT STATES, compiled by Wendell Huston. Price $12.50 from the Wendell Huston Company, Seattle, Wash.

A REVISED "master edition" bringing up to date two earlier compilations of laws relating, directly and indirectly, to social welfare. Following this edition, annual supplements will keep the work current.

YOUTH TELL THEIR STORY, by Howard M. Bell. American Council on Education. 273 pp. Price $1.50 postpaid of *Survey Midmonthly*.

BASED on personal interviews with 13,500 young people between the ages of sixteen and twenty-four, living in Maryland, this book is a report of how they spend their time today, what they think of their education, their homes, of war, suffrage, marriage, labor organization, and other issues of present-day American life. Highlights of the study were summarized and interpreted by Martha Bensley Bruère in an article, Youth Goes Round and Round, in *Survey Graphic* for April 1938. Here are youth's answers in full, in a book as interesting in format as in content, illustrated with numerous pictorial graphs.

SYPHILIS, GONORRHEA AND THE PUBLIC HEALTH, by Nels A. Nelson and Gladys L. Crain. Macmillan. 359 pp. Price $3 postpaid of *Survey Midmonthly*.

Two staff members of the Massachusetts Department of Health have compiled a methodical presentation of known facts and going programs relating to the "social" diseases which should be useful to physicians, nurses, health and welfare departments in the current campaigns for their control.

REPORT OF THE THIRD INTERNATIONAL CONFERENCE ON SOCIAL WORK (London, 1936). 685 pp. Le Play House Press, 35 Gordon Square, W.C.1, London.

PROCEEDINGS in French, German and English of the last international conference, held in London in July 1936 on the general theme, Social Work and the Community. Main addresses are presented in this volume in their original language, with resumés in translation. Discussion material is summarized in three languages.

PROCEEDINGS OF THE SEVENTH BIENNIAL CONFERENCE, HEALTH SECTION, WORLD FEDERATION OF EDUCATION ASSOCIATIONS (August 1937.) 258 pp. Price $1 from the Health Section Secretariat, World Federation of Education Associations, 200 Fifth Avenue, New York.

IN this volume are collected the thirty-seven papers prepared by representatives of seventeen countries for the meeting of the federation last summer in Tokyo, Japan. The subjects dealt with include broad phases of health education, health services and physical education, with particular emphasis on rural problems.

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